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ABSTRACT

This report is based on a study of new institutional arrangements and organizational patterns for continuing education in the United States during 1969. Two related parts give findings of questionnaire surveys and interviews in ten middle-sized New York State urban areas, and findings of a national study based on interviews, visits, and current literature. The national study indicates a general trend in American society toward applying knowledge to solve social problems and in social action. Specific movements in the use of continuing education by noneducational institutions are reported, along with its progress to a more central role in educational institutions. Developments in national continuing education associations are sketched, including both obstacles to cooperation and trends toward common interests. An approach to common ground is suggested. Ten steps to improve the field of continuing education are recommended. It is concluded that continuing education needs a strategy for making a cumulative impact. Appendixes describe local survey methods and details of the results. (The main part of this document is available as "Knowledge Is Power to Control Power" for $2.50, from the Syracuse University Press, Box 8, University Station, Syracuse, New York 13210.) (Author/LY)

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NEW INSTITUTIONAL ARRANGEMENTS AND ORGANIZATIONAL PATTERNS FOR CONTINUING EDUCATION: Appendix

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September 1969

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U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education
Bureau of Research

SUMMARY

The report is based on a "study of new institutional arrangements and organizational patterns for continuing education in the United States" made during 1969. Two related parts give (1) findings of surveys in ten middle-sized urban areas in New York State based on a questionnaire and interviews, and (2) findings of a national study based on visits, interviews and the reading of current materials. Methods of the local survey are described and details of the results are given in an appendix.

The report of the national study describes a general trend in American society toward the application of knowledge to the solution of social problems and the use of knowledge in social action. Specific movements in the use of continuing education by non-educational institutions are reported and also the progress of continuing education to a more central role in educational institutions. Developments in national associations of continuing education are sketched, including both trends toward common interests and obstacles to cooperation. An approach to common ground is suggested. Ten recommendations of steps to improve the field of continuing education are made. The conclusion is that continuing education needs a strategy for achieving a cumulative impact.

PREFACE

The study of new institutional arrangements and organizational patterns for continuing education in the United States that is reported in the following pages was made in two related parts: one of ten selected middle-sized urban areas, the other of the nation as a whole.

A detailed survey of continuing education activities in a wide range of institutions and organizations was conducted in the Syracuse, New York area by mail questionnaire and interviews. Less detailed surveys were administered in nine other urban areas of New York State. A description of methods employed in the surveys and a summary of their results are given in the appendix to this report.

The national study was made by means of extensive visits, interviews and reading in current materials. A list of nearly eighty persons with whom lengthy discussions were held appears at the end of this report. In addition, four conferences were attended: the American Library Association's National Invitational Conference on "The Future of General Adult Books and Reading in America," University of Chicago, April 28-29, 1969; The Continuing Education Conference for the Corporation for Public Broadcasting, National Instructional Television Center, Bloomington, Indiana, May 11-15, 1969; the Kettering Conference on Public Television Programming, the Johnson Foundation Wingspread Center, Racine, Wisconsin, June 25-28, 1969; and the Institute on Program Planning and Development in Public Service, University of Georgia, Athens, August 13-15, 1969.

Related to the national study, an inquiry was made into previous attempts to organize adult education nationally in the United States. The minutes of the Joint Committee of the American Association for Adult Education and the Department of Adult Education, NEA, preceding the founding of the Adult Education Association in 1951 were read, as was the analysis of the Adult Education Association made by Edmund deS. Brunner and others, The Role of a National Organization in Adult Education. Participants in all three of those national organizations were consulted.

A second related inquiry--into the experiences in organizing adult education in other countries--was carried into Canada but not beyond. It was soon judged that experiences of other countries comparable to the United States in size were made irrelevant by differences in social structure, and that experiences in other countries comparable to the United States in social structure were made irrelevant by differences in size.

The authors of this report gratefully acknowledge their indebtedness to the members of the consultant panel for wise guidance and to many others in the field of continuing education who gave generously of time and knowledge. All these, however, are exonerated of responsibility for any shortcomings and failings of this report.

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INTRODUCTION

New institutional arrangements and organizational patterns are emerging in continuing education. As a phrase "continuing education" is replacing "adult education" because it connotes less of "catching up" and more of "keeping up." But, more important, "continuing education" makes explicit the idea of process: a function of living from birth to death. Thus, the education of children and youth that develops curiosity and transmits the skill of learning to learn is the formative phase of "continuing education," even though the phrase usually refers to the developmental stages beyond formal schooling.

Neither "continuing education" nor "adult education" is easy to define. The significant distinction is not between age-segments of education, but between kinds of learning--between learning that is unintentional and random, or learning that is purposeful and systematic. To thus discriminate the two is not to rank them. A person's most important learning may come from the accidental and chaotic, from intensities of suffering and joy that cannot be scheduled; his purposeful and systematic pursuit of learning may be fruitless. But purpose and plan give us whatever control over experience we may have. The ability to profit even from accident, pain, and happiness is a cultivated ability. As Pasteur said, "Chance favors the prepared mind."

"Educational activities" will be defined in this report as "all activities consciously and systematically organized for purposes of acquiring new knowledge, information or skills."[1] No attempt will be made to define "adult." Harrington's advice will be followed as closely as possible: "Don't worry about definitions--but be sure you know what you are discussing at any particular point."[2]

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[1] John W. C. Johnstone and Ramon J. Rivera, Volunteers for Learning (Chicago: Aldine Publishing Company, 1965), p. 1.

[2] Fred H. Harrington, "Adult and Continuing Education," in Implications for Education of Prospective Changes in Society, Edgar L Morphet, ed. (New York: Citation Press, 1967), pp. 125-26.

The field of continuing, or adult, education has been well described.[1] All surveys agree on the following points:

1. The major emphasis in systematic adult learning is on the practical rather than the academic, on the applied rather than the theoretical, on skills rather than knowledge or information. 2. Insofar as adults continue their education under institutional sponsorship, they do so chiefly in non-educational institutions. 3. Insofar as they turn to educational institutions, those adults without much formal schooling use secondary schools and those who have gone through high school or beyond use colleges or universities. 4. Insofar as the field of continuing, or adult, education is effectively organized, it is organized upon institutional bases or around functional interests; consequently there are many specialized organizations and associations. 5. No organization or association of organizations that seeks to unify or coordinate the field receives strong support at any level--local, state, regional, or national. Thus the field is repeatedly described as "diverse," "vast," and amorphous." It is rapidly becoming more diverse, more vast, and more amorphous. Increasing efforts to meet increasing needs for continuing education indicate that the centrifugal tendencies will continue.

A realistic attempt to achieve new forms and patterns of operation and cooperation must, therefore, begin with the institutions and functions that give the field whatever structure it has. When one examines continuing education within these organizing structures, one notes internal difficulties: most educational institutions treat continuing education as "peripheral" or "marginal" at best. Most non-educational institutions consider continuing education as a not very important means to their ends, except for internal training.

The key questions then, are:

. How can continuing education be aligned with the central purposes of more educational institutions?

. How can continuing education be made a more important means for a greater number of educational institutions?

Asking such questions, one can discern large movements toward those objectives, tides of changes in the nature and the use of knowledge. Francis Bacon struck the keynote of the modern age with his aphorism (which is well-worn and wears well): "Knowledge is power." Perhaps the keynote of the age we are entering is, "Knowledge is the power that can control power."

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[1] See for example, Johnstone and Rivera, op. cit.; A. A. Liveright, A Study of Adult Education in the United States (CSLEA: Boston University, 1968); Malcolm S. Knowles, ed. Handbook of Adult Education in the United States (Washington: Adult Education Association of the U. S. A., 1960). A new handbook by the AEA is to be published by McGraw-Hill Book Co. in the fall of 1969.

> Authority depends largely upon the capacity of an individual or an organization to satisfy expectations and values. It is only secondarily a matter of power or force.
>
> There are many indications that the nature of authority in this century is undergoing profound changes perhaps comparable in magnitude to those that occurred in the Renaissance and Reformation. The change clearly is related to the increasingly important role of knowledge in society. The central social and economic role of land in a feudal society and of machinery in an industrial society is filled by organized knowledge in a science-based, noetic society. By necessity, government is increasingly involved in the development and management of organized knowledge for public purposes. At the same time governmental and political activity is measured in terms of the expectations and values generated by the development and communication of new knowledge at an increasing rate. The authority of knowledge undermines and often replaces the authority of tradition and the authority of law.[1]

The thesis of this report is that social movements are carrying continuing education into central places of American society as an instrument of organized knowledge applied to the solution of major problems. To give some precision to the phrase "social movements," let us set up the following scheme[2]:

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[1] James D. Carroll, "Science and the City: The Question of Authority, "*Science*, Vol. 163 (February 28, 1969), p. 909. The authors *of this* study acknowledge their indebtedness to Carroll's article, which is both a comprehensive summary and a fruitful source of "leads."

[2] This scheme is an adaption of ideas in Edmund de S. Brunner, William Nicholls II, and Sam D. Sieber, *The Role of a National Organization in Adult Education*, A report to the Executive Committee of the Adult Education Association (New York: Bureau of Applied Social Research, Columbia University, 1959), pp. 293-313.

Its source references are to Herbert Blumer, cited in "Collective Behavior"in *New Outline of the Principles of Sociology*,Alfred McLung Lees,ed.(New York: Barnes and Noble, 1946), p. 200. However, none of the persons cited in this footnote should be held responsible for the adaptation that the present study makes.

A "social movement" means either a larger unguided change in social relations involving, however unwittingly, large numbers of participants, or else a collective effort to transform some given area of social relations. Specific social movements may develop out of general social movements. Example: The specific anti-slavery movement developed out of the general humanitarian movement.

With regard to continuing education, we can distinguish

1. A general action movement toward the wider use of continuing education in all aspects of American life.
2. A set of specific action movements toward the use of continuing education in attempts to solve urban problems.
3. A general movement in American educational institutions to make continuing education central to their purposes.
4. A set of specific continuing education movements in public schools, community colleges, colleges and universities, etc., and a general movement toward common objectives but no over-all specific continuing education movement.

That scheme gives organization to this report.

Chapter I describes the general social action movement.

Chapter II describes some specific action movements within non-educational institutions.

Chapter III analyses the general movement in educational institutions.

Chapter IV examines recent movements within the field of continuing education agencies.

Chapter V outlines an approach to the formation of a specific continuing education movement.

Chapter VI recommends some steps and strategies.

Chapter VII concludes the argument.

I. DESIGNING A FUTURE THAT WILL CONTINUE THROUGH CONTINUING EDUCATION

The Issue

Man now has such power and power to get more power that he is responsible for himself, Earth and beyond Earth (who can say how far?). What he does with his power will determine what kind of a future he will have; the alternatives include having no future at all. It is probable that before a decade is out, astronauts will step on Mars. It is probable also that they will return to an earth rendered uninhabitable. The latter probability may be the more likely because much needs to be done before man can determine whether life ever began on Mars, but no more needs to be done before man can determine the end of life on Earth--perhaps the only place in the universe where life is.

Or the astronauts may return to an earth where man has made measurable progress toward eliminating war, reducing pollution, balancing population with resources, and equitably sharing the Good and goods of life on Earth. However, over this hopeful probability hang clouds thicker than Mars' or Earth's because man does not yet have the shared meanings, values, goals, institutions and procedures that will enable him to decide to seek such objectives and to move toward them.

The problem isn't simply that man lacks these requirements; it is also that the sum of man's partial meanings, values, goals, institutions and procedures are inappropriate to his new power and responsibility. Industrial civilization has developed science and technology chiefly as instruments of power over the physical environment and power over human beings.

This statement may be dismissed as a moral judgment but it cannot be ignored as a description of consequences because clearly man has entered an impasse. World-wide, the physical environment cannot much longer renew itself and sustain man as he is now behaving. World-wide, an increasing number of individuals and groups are rebelling against their helplessness to act positively by developing their power to act negatively. Aware that human decisions are determining their futures and resentful that they have no part in making these decisions, they demand the right to take part. They can enforce their demands by passive or active opposition in a fragile network of relationships that depends, at the very least, upon organized cooperation. Thus, more and more nations, groups, and individuals can say "no"; fewer and fewer nations, groups, and individuals can say "yes."

At every level, human societies are entering deadlocks--equipoises between different kinds of contending power. These ever-heightening tensions will result in ever more violent convulsions until there is an affirmative resolution.

Finding ourselves in an impasse, we should look around.

How did we get here? The answer is "through learning."

Man faces the decision of what future to make because he learned how to acquire compounding power. This answer means that man cannot backtrack. He cannot will the uneating of the apple of the tree of knowledge. He must push always on. He got into the impasse through learning. He must get out of it through learning.

The habituated response is to learn how to do better more of the same--to exert more effective power _over_ physical nature, and more effective power _over_ our fellow man, to bulldoze through the barriers. But there _is_ no Northwest Passage: The limit of our power over physical nature is the limit of its capacity to renew itself and to sustain us. The limit of our power over our fellow man is the fact that the position of the many who have little to lose and are willing to die is superior to the position of the relatively few who have much to lose and want to live.

We can rise above the barriers only by learning how to use power _with_ physical nature and _with_ our fellow man. To advance through _this_ new dimension calls upon man to take a new view of himself and of life and to act upon a new set of concepts.

The new view is that the pivot of man's destiny is human purpose. Dr. George E. Mueller, NASA Executive, expressed this view on the day the first men on the moon returned to Earth: "Four billion years ago, the earth was formed. Four hundred million years ago, life moved to the land. Four million years ago, man appeared on Earth. One hundred years ago, the technological revolution that led to this day began. All these events were important, yet in none of them did man make a conscious decision to follow a path that would change the future of mankind. We have that opportunity and that challenge today."[1]

Dr. Mueller's eyes were on Mars. But many other people, also concluding that human purpose is now the pivot of human destiny, had their eyes on Earth. Miss Sylvia Drew, NAACP attorney, said: "It proves that white America will do what it is committed to doing. If America fails to end discrimination, hunger and malnutrition, then we must conclude that America is not committed to ending discrimination, hunger and malnutrition. Walking on the moon proves that we can do what we want to as a nation."[2]

The entailment of the new view is that man is responsible equally for what he does and for what he does not do. If our diffused and varied powers--to move and to obstruct--are not to collide disastrously, we must learn to develop purposes large enough to enable us to transact our powers.

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[1] _New York Times_, July 25, 1969.

[2] _New York Times_, July 27, 1969.

In this new view we must learn to think and feel comprehensively: in wholes, parts and their relationships; in processes, steps and ends; in alternatives; in time--using the past instrumentally, using the present to design the future and providing for a continuing future.

Dr. Mueller looked back a hundred, four million, four hundred million, four billion years. If man can look forward to even a century of his new "opportunity and challenge," he must learn to achieve and maintain dynamic balances: between man and the rest of nature; between men and men in their various organizations; between individuals and individuals in their various roles; within the individual personality.

In sum, man--individually and socially--must learn to control increasing power and guide it toward ever larger and more distant goals. Such learning must be purposeful, planned and systematic.

Purposeful, planned and systematic learning--that is the definition of education. But the education called for is in the new view of man's role and in the new concepts of wholes, relationships, processes, ends, alternatives, balances and time. Such education must be for all aspects of life, for each person appropriate to his personality, responsibilities and stage of life, and as long as life. This new dimension of education is the only way out of our impasse.

Who must take off into it?

There can be only one answer: adults--adults because they are the ones who control power, adults because they are the ones who make the decisions that shape or misshape human beings and human affairs.

The habituated response is "Adults cannot do this. The assignment is clearly impossible." To this response there are several replies. One is a question: Is there another way? Another reply is that we have many strengths. The very need is a consequence of our successes: If we had not learned to do so many things, we would not now be called upon to learn so much more. The sense of mutual frustration in the exercise of power may incite us to learn cooperation. Our growing awareness and concern may move us. Science and technology, which create unprecedented problems, also give us unprecedented instruments for learning. Still another reply is that the American people are farther in the process of continuing education than they are aware of. A strong case could be made that we are closer to a "lift-off" in continuing education today than man was to the moon in 1961.

But perhaps the best reply would be to agree that the assignment is impossible and, therefore, it may be interesting enough to be undertaken. "Doing the impossible," Russell Baker wrote, "man contemptuously abandons the standards of the shabby everyday world he inhabits, a world made shabby by his blundering refusal to tackle the possible."[1]

The assignment must be stated correctly. It is not to "design education for the future." We cannot design education for the future, because the future is undetermined. The immediate future will be determined by what adults decide and do. The task is to design the future through continuing education--education that is not just a preparation for the future but primarily a pervasive controlling agency in the present and a helmsman for the future.

The Individual in a Society of Individuals

In the past, human beings found their identities, freedoms and responsibilities defined by physical nature and human ignorance. But now, like a butterfly abruptly emerging from its chrysalis, we sense confines gone. Unlike the butterfly, man knows he was not always man and that he became man when he developed the inheritance of culture, which is a heredity of learning. Man knows that evolution continues and that, through his heredity of learning, he has evolved as a chief agent in the evolution of all forms of life, including himself. Awareness is dawning: "We are free." But free to do what? And who are we? These questions are at the core of the existential metamorphosis in which man becomes responsible for making his own nature and responsible therefore for his use of freedom, his personal decisions and his personal commitments.

This "man" is both the individual and the society. His new freedom and responsibility require a new relationship between the individual and the society--one of mutuality, not of opposition. The old concept of opposition is static--even to the point of deadlock; in practice, each subtracts from the other, even to the point of destruction. The new concept of mutuality is dynamic; in practice, individual and society multiply one another. The more the individual grows in personal resources, the more the society can accomplish; the more the society grows in objectives and competence, the more scope there is for the individual. This mutual relationship can be achieved and maintained only through purposes that we share today for the future growth of the individual in a society of individuals.

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[1] New York Times, July 21, 1969.

Continuing education is the crux of responsible private and public choice. Let us examine the role of continuing education in designing the future at several key points of relationship between the individual and the society.

1. The Child

The developments that take place in a human being before he begins school are crucial to all that follows. This discovery displaces the school and restores the home as the most important educational agency. The conclusion is that parents and citizens must learn what the minimal conditions for healthy development are and must provide these conditions.

Continuing education for early childhood development includes the education of parents; the education of the community in giving help through day-care centers and other ways, and in providing surrogate parents where needed; the education of parents and teachers in activities that precede or parallel school activities; the education of the community regarding public policies that affect families and their environments. The implications run out into all other aspects of individual and social life, and these, in turn, influence child development.

2. Man and Woman

Human beings can no longer count on their inherited mores to teach them how to make and maintain relationships between husband and wife that are favorable to the healthy development both of each other and of children. Objectives are: the limitation of population increase; the proper timing and spacing of births; the father's playing an adequate and appropriate role in the raising of children. The reaching of these objectives is made difficult by: the breaking of the link between sexual activities and genetic reproduction; the increasing proportion of married women who work; women's insistence on "equality" with men; greater emotional strains put on marriage by the general loosening of other social ties.

Therefore we need a great increase in continuing education to enable men and women to bear the crushing burdens being placed on their relationships. Such education cannot be merely a part of "family-life" education. Those couples who do not have children need education as much as those who do; those who do have children need it no less after the children have grown up than they do before and during the period when they bear and raise children.

3. The Relationships between Generations

The generation born since the end of World War II has never known a world without nuclear weapons, television, computers and other such commonplaces. In ways that their parents never can be, the members of this generation are at home with concepts of wholes, relationships and processes. Margaret Mead has called the parents "immigrants in time" and the children the "first generation born in a new country" of time.[1]

Like all "first-born" generations, these young people learn the new concepts, not from their "immigrant" elders, whether parents or teachers, but from the totality of the new environment; such learning is, literally, "in the air." The youth accept as given the view that the governing factor in human affairs is human purpose, not inherited limitations on capabilities. Therefore they hold man, meaning the older generation, responsible for what is and is not being done.

The young people's revolt has at least two strands that may wind together but are distinct. One is the drive to complete the traditional liberal revolution by extending equal justice, opportunities and benefits to those of our people who have been and are excluded. This strand of the revolt is one familiar to the American people. However great the resistance or however complex and subtle the remedies may be, this democratic drive is in the main course of American history. It is a drama that has been played many times, with many changes in roles--the challengers triumphant becoming in turn the defenders later defeated.

The other strand of the youthful revolt is quite new for large numbers of people. It is a quest for new meanings and values appropriate to the twentieth and twenty-first centuries--an attempt to discover or create goals worth the personal and social commitment of people who take affluence for granted.

More than a decade ago Margaret Mead called for a new dimension of learning. To the "*vertical* transmission of the tried and true by the old, mature and experienced teacher to the young, immature and inexperienced pupil in the classroom," she said, we must add the "*lateral* transmission, to every sentient member of society, of what has just been discovered, invented, created, manufactured or marketed."[2] Far more important than the lateral transmission of what has just been learned technologically is the shoulder-to-shoulder engagement in new learnings--the making of new discoveries, inventions, creations, particularly in the field of social objectives and organizations to reach them.

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[1] "The Generation Gap,"*Science*, Volume 164, No. 3876 (April 11, 1969), p. 135.

[2] "Thinking Ahead: Why Is Education Obsolete?" *Harvard Business Review* (November-December, 1958), p. 25.

The "youth problem" is a problem of the relationships between generations. The solution to the problem of relationships between generations lies in their undertaking together the enterprises of completing the traditional democratic revolution of equal rights and opportunities for all, and of defining new goals fitting new freedoms and responsibilities. The laboratories and workshops for these common enterprises are homes and communities. The first prerequisite is neither youth nor age but the continuing desire to learn.

4. The Social Context of the Schools

Paralleling the discovery that human development in the years before schooling influences where it does not determine all later development has been the discovery that the social context from which the pupils of a school come is the greatest single factor determining the quality of education achieved in the school.

To the degree that they have responded to this second discovery, educators, parents and citizens are turning their attention to devising policies and programs that aim at improving the social environments of the schools that are least successful. Such policies and programs include the school-community relationships in both directions--the school as an active force in the community, and parent-community participation in the schools.

Beyond the interplay of a particular school and its immediate neighborhood, ramifications extend into and convergences come from the whole society. Throughout the network, the constant requirement is purposeful, systematic "lateral learning" of people of all ages.

5. Learning-Working

Those who shout that education must be "relevant" are merely putting into loud words the silent verdict of the many more of all ages who cannot or will not learn because they don't "see the point." The education in our society that is most clearly relevant and that therefore most effectively moves people to learn is education for work.

The American people sorely need to redefine "work." "Work" in the sense of meaningful occupation is as important today as it has ever been. No signs indicate that it will become less important. There is, and will continue to be, meaningful work for all to do. In 1968 the National Planning Association estimated the manpower requirements for achieving by 1975 the set of 16 national goals that the 1960 President's Commission on National Goals formulated. It found that the civilian labor force would fall some 10,000,000 short of the manpower required.

> So long as the United States vigorously pursues such goals, it is likely to have too little rather than too much manpower. Therefore, manpower requirements would involve the upgrading of education, job training, fuller utilization of individuals' potentials and improved mobility.[1]

There is meaningful work to do, and psychologically the American people need meaningful occupation. It is essential to their self- and social-respect. It is essential to give structure and direction to their living, including their pleasure and play. Work defined as meaningful occupation also defines "leisure." Leisure is freedom to do what one wants to do with one's time, either "working" or recreating. It is often the same as work, but it is never the same as the inability to work when one has both the desire and capability to work.[2]

For a century the main course of public education in the United States has been to make "education" preparatory for work and work subsequent to "education." Preparatory "education" has been made longer and longer for more and more people. This artificial separation and arbitrary scheduling have proved harmful in many ways: Many young people who do not plan to "go on" to college are prepared for neither "life" nor work. Many young people who do "go on" are in revolt against the prolonged moral and social dependency imposed upon them during their years of early maturity. More and more fields of work change so radically that they do not offer jobs for which young people "were prepared" and do offer jobs for which they were not prepared. More and more fields of work change so rapidly that they require the career or professional worker to make periodic "lateral" shifts in skills or to renew his skills and knowledge constantly, or both. Social and economic policies enforce earlier and earlier retirement from work for more and more people at the very time that more and more people are maintaining their ability and desire to work for more and more years.

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[1] Manpower Report of the President Transmitted to Congress January, 1969, p. 159.

[2] "Changes have blurred the distinction between labor and the higher forms of work and action. The difficulties we have in arriving at a definition of leisure today spring basically from our failure to grasp this distinction. We think in terms of labor and non-labor, toil and the release from toil--in each case equating the latter with leisure. But the real issue is escape from labor into the higher and more liberal forms of work and action. When this progression is accepted as the goal, the specter of mass idleness and mass boredom is dissolved at a stroke." August Hecksher, The Public Happiness. (New York: Atheneum Press, 1962) p. 54.

These and similar developments have set countermeasures in motion that are completely dissolving the artificial distinctions between education and work and the self-defeating scheduling of preparatory years, working years and retirement years. Among these countermeasures are:

- Work-study programs of many kinds that prove to be the most "relevant" education for young people who do not plan to "go on" to college;
- "Cooperative education" for more and more young people, including many who continue their formal schooling, such cooperative programs beginning earlier and earlier and extending later and later, and also proving to be the most "relevant" education;
- New developments in vocational education: a shift away from "providing trained manpower" in a few fields to opening doors to a broad program attuned to both community needs and students' capabilities and interests; a shift away from the policy of "selecting out" to one of "selecting in"; a stronger linking of vocational and general education; a building of bridges between school and work; an emphasis upon people in urban ghetto areas, others with special handicaps and adults seeking education beyond the high school;
- Adult basic education. The most effective programs are those that are related to work;
- Special remedial and training programs for youth in a variety of non-school situations;
- On-the-job training programs within business and industry;
- Continuing education in all the advanced technologies and professions;
- "New careers" programs. These could open up not just jobs but ladders of advancement to many people--the disadvantaged, the discontented, women, old people. They could provide a structure for advancement alternative to the formal institutional one. They could provide skilled "manpower" that is needed and

at the same time release highly prepared professionals for more advanced activities.

- The Nixon administration's move to replace "welfare" with programs of self-help.
- The rationalization of federal manpower programs, with training programs at their core.

These developments and many others are flowing together to relate education with meaningful employment throughout life. The American people have already gone far toward making continuing education coupled with continuing work a reality in their lives.

Both the vocationalist whose concern is "providing trained manpower" and the traditionalist who believes that "the more practical an education is, the less 'liberal' it is" will miss the significance of what is happening. The ability to fill a role of meaningful work is essential to most Americans--essential to every role considered in this chapter--as parents, as spouses, as participating citizens in the community. That ability requires continuing education because the requirements of the role are continually changing. The most important goal of education for work is the development of a personally effective person with a broad view and the ability to communicate well.

6. Participation

The rebellion by many people of many kinds against a sense of powerlessness to influence the decisions that control their own destinies is probably the most significant political fact of American life in the last third of the twentieth century. The spreading discovery that all kinds of groups have the power to obstruct and destroy, if nothing more, is at least the beginning of a move from the previous stage where the powerful were insensitive through arrogance and the powerless were apathetic through despair, a move toward a new stage where power--its purposes, objectives, means and procedures--will be shared ever more widely, ever more intimately.

In the American society of today and tomorrow, the sharing of power means sharing in the source of power, which is knowledge.

The founders of the American political system deliberately invented a system that carefully balanced and widely diffused different kinds of power. The requirements of learning how to transact their widely shared powers in governing themselves was the most educative influence in American life. The necessity to invent new institutions and procedures appropriate for our new circumstances can be the most powerful motivation for general, continued and systematic learning.

Participation is the central educative motive and process --in the family, between the generations, between man and woman, in work, in the schools and their social context, in the creation of new communities, in the realization of self.

The politicalization of life means the politicalization of continuing education. Item: The "Knowles affair" shook the medical profession. No longer will continuing education for physicians be confined to the "professional" realm. The same politicalization is discernible in other professions that have hitherto been regarded and that have regarded themselves as "non-political," such as education, the ministry, the scientific community, the scholarly pursuits.

There is a direct relationship between participation in social and political affairs and participation in continuing education. Participation is a motive for continuing education; continuing education is an instrument for effective participation.

7. A Sense of Community

The heading "Participation" was given to the previous section to suggest a broader meaning than the traditional "politics." This section is headed "A Sense of Community" to suggest that the task ahead of the American people is more radical than "community improvement" or "community development." The dictionary definition of "community" is useful only to indicate how profound and vast the task is: "A social group of any size whose members reside in a specific locality, share government and have a common cultural and historical heritage."

The American people have long passed the "point of no-return" where they could merely reform or even salvage the "community" as it was known, nationally and locally, in the past. We now have little cohering sense of "community." The kinds of functional communities (occupational, class, racial, suburban, etc.) that we may have developed are divisive externally insofar as they are cohesive internally. The task is to create a new sense of community in commonalities of many kinds constituting a national community of communities that is an integral part of an evolving world community.

The American people will not be able long to avoid undertaking an over-all strategy of community creation--a strategy that comprehends the national whole and its many kinds of parts, in their many relationships, and guiding the process of our history--from what we were to what we want to become. The tactics will probably concentrate at first on the Great Cities, but the strategy and eventually the tactics will have to be comprehensive. The problem is so vast that its statement must be general, but the specific reality is suggested by the displaced sharecropper who becomes an unemployed in the slums of the great city, and its urgency is suggested by the riots that surge onto the Mall in Washington, the Heights of Columbia and the Midway of Chicago.

It is in the nature of modern society that the coherent use of knowledge is basic to an over-all strategy of community creation. No agency or institution, even government, has undertaken to design such an over-all strategy of community creation. To design and execute a strategy will take the best wisdom and effective cooperation of all our institutions and agencies.

It is only realistic for an institution or agency to appraise its strength and resources as hopelessly inadequate to undertake the task alone, even for a single neighborhood of any size. But the institution or agency that contributes to the fragmentation of community or that delays helping make approaches to an over-all strategy does so at the peril of being by-passed as peripheral to the central issue of the future.

8. The Realization of Self

The eye of the present hurricane is the crisis of identity. The cement of tradition--which at the same time held people together and apart--crumbles. Traditional roles alter or disappear. Cues are not recognized. Individuals alone can no longer do for themselves the simplest things. Individuals together can do "impossible" things. The question is "Who am I?"

Identity must be created. It can be created only with others. But the society as a mass is as unsustaining as outer space. Thus individuals strive to create and fulfill their identities in the context of others like them.

The struggle for ethnic identities in the United States is being waged not just by blacks, but also by Chicanos, Puerto Ricans, Indians, Poles, and other minorities. Comparable struggles for identity are being waged in other countries, such as Canada, Great Britain, Spain and India. The flutteringly emergent sense of human identity (like a butterfly on the rags of its chrysalis) may be the deepest significance of mankind's experience in reaching another planet.

The traditional "subjects" listed under "education for self-fulfillment" are the arts and humanities, crafts and hobbies. But the ways of self-fulfillment appropriate to an existential world are not "subjects" at all; they are vital processes. The self is created and fulfilled in the commitments of family, work, politics and the community.

The "arts and humanities" too are a way, and so are philosophy and religion and the sciences. But they are ways, not as a received curriculum, but as instruments in the discovery, creation and expression of self.

Therefore the arts, literature, history, philosophy and religion are playing once again today--"now"--the vital function they have always performed when mankind slips his moorings and moves on to explore new dimensions of meaning and potentiality.[1] Now, as before, new interpretations and creations are often rejected as "obscene," "shocking," "outrageous," "incomprehensible." Such critical judgments passed by the keepers of orthodox belief and taste are not important. But that these new expressions be communicated --expressed and received--is of the utmost importance. The media of radio and television can well serve such continuing education for self-fulfillment. Through them creative individuals and groups can express themselves to one another and the larger society, and the larger society can better understand the various groups that are parts of the community.

9. Public Affairs

The previous sections of this chapter have sketched a movement in several areas of life toward wider and deeper participation in the exercise of power. The desire to acquire the knowledge and skills that give power is a motive for purposeful, systematic learning. Continuing education is an instrument for effective participation.

The political tensions will become greater, but then, as now, most of what is learned will be perceived subjectively and used for selfish purposes. The educational task is to make the subjective perceptions realistic and the selfish purposes intelligent and to leaven both with as much objectivity and altruism as possible. How well this task is performed will make the difference between public policies that are the blind resultants of contending forces and public policies that are the results of a saving degree of rational decision. The performance of this task will require vastly increased and much improved programs of public affairs education.

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[1] See Judith Murphy and Ronald Gross, The Arts and the Poor: New Challenge for Educators, Academy for Educational Development, Inc.(U. S. Government Printing Office, Washington D.C., 1968).

It is a harsh fact that the more important public issues are, the less systematic attention they receive. Thus we have effective laws governing street-corner brawls but no effective government to prevent wars. Thus we have effective controls over contamination in restaurants but no effective controls over the pollution of the planet. Thus we have highly complex and excellent continuing education programs for doctors but few continuing education programs for citizens in public affairs.

In public affairs, the two areas that receive the least attention proportionate to their importance are: foreign policy, foreign affairs and world affairs; the deterioration of Earth's physical environment. No degree of success in controlling power in all other fields will outweigh failure to control the wars between nation and nation and the war that man, individually and collectively, is waging against his planetary environment. The fact that there is no national system of continuing education in public affairs in the United States must rank high in a list of our national inadequacies.

* * *

A pervasive social movement toward a wider use of continuing education has been observed in this chapter. A set of specific action movements toward the wider use of continuing education and the larger organization of knowledge in the solution of social problems will be noted next.

II. ACTION THROUGH KNOWLEDGE: NON-EDUCATIONAL INSTITUTIONS

In our society the relationship between knowledge and action is altering, with consequent changes in the nature of both. Knowledge is becoming organized around application. Action is coming to be guided by knowledge--knowledge purposively and systematically taught and learned. For this reason institutions and organizations with aims other than education are nevertheless relying more and more on continuing education as a major instrument and are organizing knowledge to apply to problems. Some activities of non-educational institutions and organizations are reviewed in this chapter. The subject is so vast that the illustrations will be only the minimum needed to mark the trend.

1. Religious Institutions

Religious institutions engage our attention first. They remain both voluntary and non-governmental in a time when many other institutions and agencies with those designations have become "voluntary" and "non-governmental" in name only. They are concerned with ultimate meaning, ethical values and moral behavior. They are partners of the other primary institutions, home and neighborhood; for many people they are life-long influences, literally from birth to death. When one looks at how little impact both educational institutions and government agencies seem able to exert on the prejudices that cripple American society, one turns to religious institutions with anxious expectations.

Churches and synagogues are making greater use of continuing education as a means to their ends. Of all institutions sponsoring adult education activities, they had the largest number of adults taking part, according to a 1962 study.[1] Many of them operate schools, colleges and universities that provide opportunities for continuing education.

During World War II Jewish adult education programs grew, a record number of synagogue affiliations with other agencies was recorded, and several national Jewish organizations established special adult education departments; a comparable rise in these activities seems to be taking place today. Since World War II and more recently since the laity have assumed greater responsibility in church affairs, there has been a rise in adult education programs by Catholic churches; two areas have received special stress--family life and social action. In recent years the National Council of Churches of Christ in the U.S.A., through its Department of Adult Work within the Division of Christian Education, has provided leadership to and coordination of Protestant adult education; its growing concern with group techniques resulted in the founding of the Annual Protestant Laboratory on Group Development at Green Lake, Wisconsin.[1]

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[1] Johnstone and Rivera, op. cit., p. 61.

These significant formal activities are, nevertheless, dwarfed by deeper developments under way in all the churches and synagogues. To put familiar tags upon them, they are struggles with questions of "identity," "mission" and "relevance." Churches and synagogues must solve these problems at the peril of being by-passed as irrelevant, not only by the larger society, but also by those persons who turn away or stay away.

These struggles agitate churches and synagogues at every level and in all activities. There is a politicalization of all relationships within churches and synagogues. Many churches and synagogues are undertaking programs of social action--particularly in ghetto areas and with regard to public policies affecting race relations, housing, employment opportunities and the like.[2] Many others are deciding against such undertakings. But in few are the issues not hotly contended.

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[1] The authors are indebted to Stanley M. Grabowski for background in the paragraph above. See his "Prescriptive Religious Adult Education Programs," August, 1969, unpublished manuscript at Syracuse University ERIC/Adult Education.

[2] An example is the Joint Strategy and Action Committee, a national instrumentality, which brings together delegates of the American Baptist Home Missionary Societies; the Division of Christian Life and Mission, National Council of Churches; Experimental and Specialized Ministries, Episcopal Church; Board of National Ministries, Presbyterian Church; the United Church Board of Homeland Missionaries; National Division, Board of Missions United Methodist Church; and the Board of National Missions, United Presbyterian Church. All other denominations can work with it. Programs are under way in Philadelphia, Hawaii, Southern California, San Francisco, Atlanta, Memphis and Chicago. Consultant service is provided to help start programs in other places.

Other examples are the Catholic Adult Education Center in Chicago; the Church Community Group of the First Presbyterian Church in San Fernando Valley, California; Training Ecumenically for Advance in Mission (TEAM) in Philadelphia--a program sponsored by the Episcopal and United Presbyterian Churches and the United Church of Christ; and many programs following the action-study guide "Crisis in America," prepared by the National Council of Churches.

An impressive example of religious social concern in another country is a two-year study project by the South African Council of Churches and the Interdenominational Institute of South Africa on "Apartheid and Christianity." For the story see "Apartheid Study Set by Churches," New York Times July 7, 1969.

These decisions and actions are occurring primarily at the local level, at least in the Protestant churches.[1] Although total donations to churches continue to increase slightly, church members are beginning to keep a higher proportion of their contributions at the local level. National staff are becoming consultants to, rather than planners and administrators of, the social-action projects of the local churches. This reversal seems to be both a "backlash" among conservative local congregations against liberal policies of the national denominations and the National Council of Churches, and also a reflection of the general desire to decentralize large bureaucracies.

In many ways, churches and synagogues are thus trying to solve the social problems that plague the American society. In all these activities continuing education is a primary instrument. Engagement in social action is, moreover, experience in continuing education. The church and its members are parts of the community needing to be taught. The most educative influence in American life used to be the process of self-government, which enabled, indeed required, people to learn. The inventing and devising of new institutions and procedures to give individuals and groups some participation in and control over their affairs is probably the most educative influence in American life today.

2. The Mix and Meld of Government

The American society has always been governed in a mix of private and public ways. For example, corporations, labor unions and professional associations wield large power in our economic and cultural lives. "Private" schools bear a large part of the burden of formal education that would otherwise have to be borne by public institutions. Foundations use monies that would otherwise be dispersed though taxes and their activities are justified on the grounds that they serve the public good. Tens of thousands of non-governmental institutions, including churches and private schools, are tax-exempt on the same grounds, and so on through a mix, mingle, muddle and blend too complicated and subtle to describe.

This peculiar mix of government has been slow to adjust to the fact that America is an urban society. Strains threaten, if not its survival, at least its survival in a form consistent with our humane and democratic values. Responses to the threat are coming from all elements in the mix. Let us note some involvements by business and unions in the use of continuing education in social action.

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[1] See "National Programs Lagging as Protestants Give on Local Basis," New York Times, August 10, 1969. The national round-up story was limited to Protestant churches because no central accounting agency exists for Jewish synagogues and Catholic churches.

a.The Mix of Government: Business

The Urban Coalition seeks to bring together leaders of business, education, religion, labor, local government and minority leaders to tackle urban problems. It tries to foster new ideas about employment, welfare, education, race relations and housing. Through a separate unit (The Urban Action Council) it lobbies for more federal aid to cities. Local coalitions have been organized in nearly fifty cities, including New York, Atlanta, Detroit, Minneapolis, Los Angeles and San Francisco.

The National Alliance of Businessmen, chaired by Henry Ford, was formed in 1968 with the encouragement of President Lyndon Johnson. Its purpose is to unite businessmen in providing employment for the "hard-core" unemployed and for ghetto youth which entails training. The federal government has subsidized some companies that cannot pay the training costs.

A list of major efforts by individual corporations to train and employ the "hard-core" unemployed would include Lockheed-Georgia in Marietta, Georgia, the Lockheed Missiles and Space Company in Sunnyvale, California; and the automobile industry, particularly Ford Motor Company.

Other efforts include various local projects to help start and maintain Negro-owned businesses and to promote the advancement of Negroes in management.[1]

b.The Mix of Government: Labor

Unions are trying to define identity and mission and find relevance. All their internal relationships are becoming intensely politicalized. The traditional expressions of union idealism concerning civil rights and equal opportunity are colliding with the resistance by many members and officers to an implementation of these ideals.

In fairness, it should be remembered that "enlightened" policies of training, hiring and upgrading hit unions and business in different ways. To corporate management these policies mean a larger labor force. To unions they often mean a frontal challenge to traditional rules governing membership, apprenticeship, seniority, job assignments and promotion.

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[1] For accounts of business thinking about and activities in urban development, see Editorial Research Reports, No. 11 (1967); "Crisis in the Cities: Does Business Hold the Key?" Dun's Review, Vol. 90, No. 31 (November,1967) and "A Special Issue on Business and the Urban Crisis," Fortune, Vol. 77, No. 1 (January,1968).

It should be remembered, too, that programs opening employment and training opportunities are more easily promoted in industrial unions than in craft unions because industrial unions aim to organize as many workers as possible, while in craft unions exclusion is a basic strategy to keep labor supply low and wages high. Moreover, national industrial unions usually have more effective authority over their local unions than do national craft unions.

Despite these differences, many craft unions are moving to train the unemployed and underemployed. An effective effort is the Joint Apprentice Program sponsored by the Workers' Defense League and the A. Phillip Randolph Education Fund. The program, started in 1964 in New York City, has been extended to Newark, Westchester County, Buffalo and Cleveland, with financial help from the Ford Foundation and the Department of Labor. In 1968 the eighteen building trades presidents directed their locals to recruit Negroes and other minority group members more actively. Building trade councils are cooperating with the Workers' Defense League, the A. Phillip Randolph Fund and the Urban League in such apprenticeship training programs as Out Reach and LEAP in about forty-five cities.

Examples of significant efforts by industrial unions are those of the United Automobile Workers and the Detroit Board of Education in a pre-apprenticeship training program, and the UAW's cooperation with the Department of Labor in a national on-the-job training program for the automobile parts supplier industry in seven states.

Local unions are taking the initiative in some places. For example, the Joint Council of Teamsters 42 in Los Angeles, aided by a Department of Labor grant to the Institute of Industrial Relations at UCLA, creates employment for people of East and South-Central Los Angeles and trains them in its Transportation Opportunities Program (TOP). Many Neighborhood Youth Corps projects are sponsored by central labor councils. One of the largest labor programs is the Watts Labor Community Action Committee (WLCAC), a project of eleven local unions. It has many aspects other than training and employment, including consumer spending, legal aid, and providing hospitals.

WLCAC illustrates that union activities sometimes extend far beyond training and employment. Another illustration of that fact is a venture by the two largest unions in North America. In 1968 the Teamsters and the UAW joined in the Alliance for Labor Action to help organize "community unions" for the "working poor, the unemployed and the underemployed" so that these people can deal with their problems through self-organization and self-determination. Many unions, thinking that organizing is the answer to the job problems of minority groups,are making drives, sometimes enforced by strikes, among such disparate groups as farm workers, hospital employees, health technicians and employees in wholesale, retail, department and drug stores.[1]

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Business and labor are doing much, as these illustrations indicate, some of it separately, some in cooperation with other groups, with activities that use continuing education as a primary means. Again the point: Participation in these activities is in itself purposeful, systematic learning. Business, labor, local governments, universities and their members--all are parts of the community that needs educating.

3. The Organization of Knowledge

Training and opening employment--these are important, but they are only small parts of the answer to urban problems. If the United States is to fulfill its mission at home as successfully as it fulfilled the moon mission, it must have an equally coherent design: knowledge organized and applied on a scale equal to the task. One of the significant moves in recent years has been toward the systematic organization of knowledge about urban affairs.

The establishment of the Department of Housing and Urban Development in 1965 was in itself a recognition of the need to look at urban problems whole. In 1968 HUD started a comprehensive research and development program. When Under-Secretary Robert Wood explained to Congress the need for urban R & D, he cited the space program as evidence that government, industry and universities can work together on large undertakings. HUD is not the only federal agency that makes grants to or contracts with knowledge centers for research and development in urban problems, but its program is the largest. The number and kinds of "think tanks" are growing. One of the most favored is the Urban Institute, the quasi-public "think tank" for cities established by President Johnson in late 1967.

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[1] Details on these and other cases of union efforts are given in "Business, Labor and Jobs in the Ghetto," Issues in Industrial Society, Vol. 1, No. 1 (Ithaca, New York: Cornell University, New York Sta[illegible] School of Industrial and Labor Relations, January, 1969).

About these R & D activities, Carroll speculates:

> These activities may have their most useful and immediate effects in the development of social and managerial technology as distinguished from hardware technology. By social technology I mean a method of organizing fiscal, legal, architectural, planning, managerial and technological expertise for such purposes as rehabilitating housing in a ghetto area. The fact that HUD has supported the development of participatory social technology in the early 1970s could prove to be the counterpart of support of the development of "systems analysis" and "systems engineering" on the part of the National Aeronautics and Space Administration in the 1960s.[1]

Like Edward Bellamy, Carroll is "looking backward." Looking forward to the 1970s we see a difficulty: It is in that word "participatory." Seeking to overcome resistance to innovation in housing by the construction industry HUD established an Office of Business Participation. If the American people, particularly the people in the ghetto, resist the plans drawn up in the "think tanks," how will they be "persuaded" to "participate"? This question illuminates a difference between the application of knowledge to social affairs and its application to scientific and technological affairs. To "participate" in the space program, all the American people had to do was not to rebel against the appropriations. The cosmonauts and the astronauts took care of that. The facilities could be "secured." The moon has no people. But Harlem? And Woodlawn? And Watts?

The alternatives are three: Knowledge will not be applied. Knowledge will be applied by some "complex" that will unilaterally do what it thinks "right" as far as it is able. Or the knowledge will be widely shared so that it can be widely applied in genuine participation: shared purposes, shared power, shared life. This third alternative entails a vast urban extension program, or system of programs.

HUD has not yet moved to establish an integrated program of research, development and education. But the dotted lines are there, indicated by the logic of essential need, to be filled in sometime, if not by HUD, then by some other agency with an overview of American society.

HUD and other agencies are working on one level--research and development--of the grand design that may someday be drawn. Many colleges, universities and other agencies are working on another level--that of continuing education, urban extension, community development. Such activities are the theme of the chapter that follows.

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[1] Carroll, op. cit., pp. 907-8.

III. KNOWLEDGE IN ACTION: EDUCATIONAL INSTITUTIONS

In the changing relationship between knowledge and action, non-educational institutions are turning to continuing education and are organizing knowledge to achieve their objectives. Specific actions moving in this direction were cited in the last chapter. Knowledge is changing, too. Increasingly, knowledge--in organization, in research, in teaching--is becoming associated with application. In this movement, continuing education is being aligned with the central purposes of educational institutions, from the public school to the university. Our review of this general movement starts with the public primary and secondary schools because, if the American people have a unifying concern, it is with the education of their young people.

1. The Public Schools

Major developments in public school education during the past decade include the following: Pre-school activities have been made public policy, recognizing the crucial importance of the first years of human growth. Attention is turning from teaching "subjects" to stimulating the desire to learn, and to developing the skills of learning and communication in "real-life situations"--settings, methods and materials--including "cooperative" work-education and community contexts. Vocational education has been much broadened in purpose and greatly expanded. Adult basic education has been made public policy. The relationship between the school and the community is seen in a new light--a development that embraces all the others.

The concept of the "community school" is being put into practice in many parts of the country--"a total community Opportunity Center for young and old operating virtually around-the-clock around the year."[1] However, a far more radical idea has emerged from the ghettos, where both schools and community are in distress: the community-as-school concept. It is the deliberate and systematic use of the community instead of the school for providing the experiences that will enable children to learn.

The community-as-school concept means that the community is a part of the school--not just as visitors and advisors, but as participants--in the buildings, programs and teaching; "community" means parents, neighborhood groups, industry, labor, community agencies, cultural and recreational centers and municipal government agencies. The concept means, conversely, that the school is part of the community--as forum, theatre, cultural center, recreational center, club--in a word, school, not just for children but also for adults.[1]

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[1] Peter L. Clancy, "The Flint Community School Concept: A Summary Statement," Flint, Mich.1963. Mr. Clancy is Director of the Mott Program Flint Community Schools.

The school that succeeds in achieving such a mutual relationship with the community will be carrying out the mission it was established for--the effective education of the community's children. The other agencies that cooperate with the community school will be serving their organic interests in the quality of education in the schools and the quality of life in the community. In this common enterprise, continuing education is no longer a "marginal" purpose or a secondary means. Continuing education--of the leaders as well as the other members of the community--thus becomes *a central purpose of the schools and a primary means for the non-educational institutions.*

These radical ideas and practices in the ghettos have profound significance for all American education and society. The American crisis is an urban crisis. The urban crisis is a ghetto crisis. A solution of the school-ghetto relationship would provide ideas, methods and patterns of cooperation for all public schools. Therefore, the search for solution of the ghetto school problem is the thread that we should follow into the higher educational system.

2. The University

The schools in distressed communities need help. The most obvious and appropriate place from which help should come is the apex of the American educational system--the university. One of the major developments in higher education during the past decade is the growing recognition that the responsibility for preparing teachers and educational administrators is the responsibility, not of a specialized school of education, but of the total university.

A university that accepts its total institutional responsibility for the preparation of teachers, experiences many unifying and vitalizing events: Isolated specialties come into focus. Teacher, learner, subject, method, school and community are seen as a configuration. Those who profess to prepare educators for communities learn first-hand what the community is. Research and teaching are related in application. The community-as-school becomes the laboratory, not just for preparing educators, but also for testing the professor's and researcher's ideas. The theme of this report is not such changes, however, but that a central purpose of the university is to give leadership in education. A first obligation of the university is to the total educational community. The front-line troops of that community are the teachers in the primary and secondary schools. And the most beleaguered troops are those in the ghetto schools, where the crisis of urban America comes to a festering point. Thus continuing education with and through the total educational community becomes a central purpose of the whole university.[1]

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[1] See William M. Birenbaum, *Overlive* (New York: A Delta Book, 1969), and *A College in the City: An Alternative* (New York: Educational Facilities Laboratories, 1969). These two books are about colleges and universities, but the ideas they expound are being applied to lower schools in Bedford-Stuyvesant, Philadelphia, Cleveland and Chicago.

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The logic that realigns continuing education with the university's central responsibility to the educational community realigns it also with the university's central responsibilities to other professional communities. Let us look briefly at only one other field. In medicine, dentistry, nursing and the allied health professions, the main problems are not "professional." Relationships between the basic sciences, theories and applications are clear and strong. The professions are organized to enforce standards of accreditation and practice. Relationships between professional schools and the practitioners are clear. The need for continuing professional education is well recognized, and elaborate opportunities are available and will be increased.[2]

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[1] "To develop more competent teacher trainers is fundamentally the purpose of the U.S. Office of Education's Triple T project--Training the Teachers of Trainers. . .

"TTT is essentially a project of inservice development of teacher trainers. It proceeds on the premise that teacher training cannot be left to the schools of education alone--that the production of able teachers requires the resources of the total university and substantial contributions from local and State education agencies."--Paul A. Olson, "Training the Teachers of Teachers," American Education (February, 1969). Olson is Co-Director of the Curriculum Development Center at the University of Nebraska.

[2] Each August The Journal of the American Medical Association publishes a list of continuing education courses for physicians. The issue for August 5, 1968, listing the courses available for physicians for the period September 1, 1968 to August 31, 1969, included 1,922 courses offered by three hundred institutions in forty-two states, the District of Columbia and Puerto Rico--a five percent increase over the previous year.

The main problems are economic and social. How can enough professionals be "produced" to meet the increasing demands? How can the membership of the professions more nearly reflect the racial composition of the American people? How can the professional schools and the organized professions cooperate with other programs of preparing "para- and sub-professionals"? How can "new careers" be developed to relieve professionals for their highest performance and to improve the medical care of the American people? How can a system of medical care be provided to the American people that is based upon right and need rather than upon location and ability to pay? Such questions all point to the need to redefine the university professional schools' roles as leaders of their professional communities. That leadership, like educational leadership, must be concerned with the application of the systems of professional service in the community--rural slum, urban slum and all in between. The professional schools' first obligation is to their professional communities, which, like the educational community, need help in fulfilling their missions in the larger community. As this leadership is assumed by the professional schools, continuing education in the social contexts of professional service will become a large part of the central purpose of the university schools of medicine, dentistry, nursing and the allied health professions.[1]

* * *

Reviewing the university's central purposes in the fields of education and health, it is unnecessary to use the words "extension" or "public service." Not "marginal," but central purposes require continuing education. This fact requires us to look at the total university's "functions" in a new light.

The traditional listing of a university's functions as "teaching, research and public service" is unsatisfactory, because it does not indicate that the three functions are integral parts of a process. Envision the process of knowledge as an opening spiral passing through four phases--discovery, accumulation, dissemination and application, leading to further discovery (rejection, correction, modification, amplification, innovation, etc.), thus beginning the cycle again, but on a longer radius of knowledge. The figure of the opening spiral process is appropriate also for the numerous "centers," "institutes," "offices" and so forth that are proliferating inside and outside universities. Some faculty members who scorn engagement in "extension" activities for the "university" vigorously take the opportunity to apply and increase their knowledge in their specialties through innumerable "projects," "programs" and "consultantships."

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[1] "We will ask and challenge the deans and faculties of the medical schools and all who are involved in the education and training of professional manpower to find new ways to expand the number of persons they are training and to orient their training toward the immediate needs of the country, such as comprehensive medical care for the poor and near poor."--White House Report on Health Care Needs, July 11, 1969.

It is in the nature of modern society that knowledge will be organized on scales large enough to meet social needs. The rate at which new "centers" are being established; the rate at which innovations in various fields, particularly education, are coming at the initiative, not of the universities or the professions, but of government and foundation programs--these bits are evidence that the university is being by-passed for units that, organizing knowledge for "market" rather than "product,"[1] can translate knowledge into socially useful forms.

3. Community Colleges and Other Post-High School Educational Institutions

Ever more education for ever more people is the continual demand. A response to this demand is the establishment of a family of intermediate institutions that are convenient, economical and flexible. One of their central purposes is continuing education. These institutions are community junior colleges, technical institutes, vocational schools, adult evening centers and university extension centers.

The community junior college warrants special note because it is the most comprehensive and the fastest growing member of this new family of institutions. The comprehensive community college at its best fulfills at least three well-defined responsibilities. It takes on an increasing share of the first two years of regular college work. It provides occupational training at a variety of levels--post-high school pre-employment, adult retraining and upgrading. It gives educational counseling and guidance to many people not only for their work interests but also for their personal and civic interests.

Continuing education does not have to move *into line with* the central purpose of the community junior college: Continuing education *is* a central purpose. Its task is to carry out that duty, developing its own appropriate excellence and resisting the temptation to clamber up the academic social ladder.

An example of an institution created to develop its own appropriate excellence is the Federal City College, Washington,D.C.

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[1] Peter Drucker, *The Age of Discontinuity* (New York: Harper and Row, 1969), p. 351.

Perhaps it is only briefly an "intermediate institution," for, as the first comprehensive public institution of higher education in the capital city, it seems destined to become a university. It is its own kind--the first land-grant institution founded in fifty years, the first urban-grant college. FCC's continuing education programs have full opportunity to be new inventions.

Another intermediate institution is the school that emphasizes vocational and technical education. Most such schools are post-high school institutions; all attempt a measure of comprehensive education as well as skill training; all are under pressure to provide retraining and upgrading opportunities for adults as well as pre-occupational training for high school graduates. A rapidly expanding pattern is that of the "Area Vocational and Technical School"--a type encouraged by the National Defense Education Act of 1958 and vocational legislation of 1963 and 1968.

University extension centers are changing in ways that vary according to the general state university system and the needs of their communities. Some become much like the comprehensive community college, subject to the same pressures for services.

Adult education centers are being established in increasing numbers, offering not-for-credit courses and other less formal opportunities. Sometimes attached to a public high school, a community college, a university extension center or an evening college, they are responses to demands for a greater variety of services at more convenient locations and times. They can be expected to increase in numbers, and they too magnify the need for coordination, referral and cooperation by educational and non-educational institutions.

All these intermediate institutions need the closest kinds of relationships with other institutions and agencies that are in their communities or that serve their communities from outside. They will not be able to meet their responsibilities unless some rational order is made of the congeries of public educational institutions beyond the high school.

4. The Coordination of Higher Educational Efforts and Programs within a State

> The great increase in the number of institutions engaged in higher education, the need to plan for additional ones, the necessity of reaching some agreement on the spheres of activity of the respective institutions, the raising of normal schools to colleges and even to universities--all these developments have made it clear that continued independent action can

> only result in severe competition, unmet needs and chaos. Therefore, it is reasonable to expect the development of coordinating boards or bodies in all states. Such boards may begin with little power other than to seek cooperation and to review proposals for submission to the legislature. Gradually, however, it is to be expected that these boards will have substantial responsibility and will have the assistance of strong staffs which will play a large role in policy determination through the collection of essential data and development of proposals.[1]

The drive to use scarce resources most effectively is a push to coordinate university extension programs. But such coordination, whether within a university or between universities, is not an objective that can be attained by mere administrative arrangement.

> The first principle is that the university as a whole must outline clearly its goals in continuing education . . . The real question has always been what the character of the educational service of a given university is to be. This is the question that must be given vigorous and imaginative leadership at the university level. Only then may the more specific problems of unifying various extension agencies in an over-all university approach be solved.[2]

The question of what kind of extension service is appropriate for urban America is posed by some significant developments in university extensions in recent years.

* * *

The Cooperative Extension Service made a dynamic new start a decade ago, following the recommendations of the "Scope Report."[3] CES now has further projection of its scope in "A Spirit and a People," a Report of the Joint USDA-NASULGC Study

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[1] Theodore L. Reller and John E. Corbally, Jr., Implications For Education of Prospective Changes in Society, Edgar L. Morphet, ed. (New York: Citation Press, 1967), p. 147.

[2] Paul A. Miller, "New Missions for Old Programs," NEA Spectator (April-May, 1965), pp. 22-23.

[3] The Cooperative Extension Service Today: A Statement of Scope and Responsibility, April, 1958.

Committee on Cooperative Extension.[1]

This top-level analysis recommends that CES "should be the 'educational arm' of the USDA and educational support arm for other governmental agencies"; that "the state land-grant university is the appropriate place to administer Extension functions funded by different departments within the federal government"; that CES have "access to and support from all colleges and departments which have competencies relevant to the Extension function off campus"; that the "local Extension office should be strengthened as the public's focus of contact with the entire land-grant university, and as a referral point for the many programs involving relationships between government and people"; and that the "present relationships with county governments should be maintained, but more city governments should be involved in financial support of extension programs directed at urban audiences." The Joint Committee calls for the Cooperative Extension Service "to adapt its staff and program effort to serve more adequately the broad range of social and economic problems of the nation while strengthening its assistance to the agricultural sector of the economy." The call is for service to all the people wherever they are, with special emphasis on the ghetto. In sum, the Report bids to make the Cooperative Extension Service the main continuing education instrument for urban America, just as it has been for rural America.

The Cooperative Extension Service transformed rural America. But the projection of the Cooperative Extension System as the major urban extension instrument is based upon an analogy between the rural society in which CES had its triumphs and the urban society that it now aspires to serve. It is important, therefore, to examine the validity of the analogy.

There are fundamental differences between rural life as it used to be and urban life as it is now, particularly in the ghetto. Urban life is not built around the family, least of all in the ghetto. Urban life has no mutuality of interest centered on a common work, least of all in the ghetto. Urban life has no structure of coherent social organization, least of all in the ghetto. Education is not a major influence in shaping urban social life, least of all in the ghetto. Finally, the people in the ghetto are not the kind of people whom the Cooperative Extension Service knows how to help. They are indeed the kind of people--in many instances the same people--who were forced off the farms by the increase in agricultural productivity by the kinds of people whom the CES knew how to help.

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[1] A Spirit and a People (Fort Collins, Colorado: Printing and Publications Service, Colorado State University, November, 1968).

The problem of education in the ghetto school is said to be primarily a psychological problem: how to move a child whose ability to believe in himself and the society has been ruthlessly crushed by everything about him. The problem of educating adults in the ghetto is different only in that it is tougher. It is a problem that the Cooperative Extension Service, which knows how to help people whose backgrounds and circumstances enable them to help themselves, does not know how to solve--in the urban slums or in the rural slums. To help the poor to help themselves requires new approaches and methods that are as radically different from CES as urban life is from the traditional rural life and that are part of a grand strategy that comprehends their total backgrounds, situations and needs.

* * *

It is easy to argue that urban extension cannot be like rural extension, even considerably modified. It is easy to point to the need for a grand strategy. But what is urban extension (or, better, what are urban extensions) to be like? How, except by experience, is a grand strategy to be designed? The main sets of experiences that American colleges and universities have had in urban extension are three.

First are some vigorous efforts in urban cooperative extension, particularly in nutrition and youth programs. In some states these efforts have been made autonomously, in other states made in conjunction with other extension services. If CES does not have the answer, it has part of the answer.

Second are the experiences made possible by Ford Foundation grants between 1959 and 1966 to eight universities (Rutgers, Delaware, Purdue, Wisconsin, Illinois, Missouri, Oklahoma and Berkeley), ACTION-Housing of Pittsburgh, and the National 4-H Club Foundation to test the idea of urban extension. The Ford Foundation encouraged the recipients to take a variety of new approaches. In its report on the experiments, the Foundation concluded that "no one approach has emerged as superior to all others." It viewed the grants as "investments that have yielded ideas, techniques, and insights that universities may profitably examine as they venture more deeply into urban problems. The experiments crystallized a set of critical questions that universities must resolve if they are to deal effectively with the problems of an urban society."

> Are universities presently structured to assume urban commitments? There appears to be a growing

> realization that responsiveness to the urban environment calls for an across-the-board commitment. An isolated department or division devoted to urban affairs appears to have limited impact upon the university as a whole.
>
> Are there limits to the university engagement in community conflict?. . .
>
> To what extent are universities inhibited from possible involvement in local politics?. . .
>
> Can universities that undertake extension operations use the same system of academic rewards for staff as they use in so-called line departments?. . .
>
> Can the proper incentives be provided to attract the talent and skills needed to do the extension job in the cities? The great demand for professional assistance in urban matters places new emphasis upon the university training programs as well as upon the use of specialists.
>
> Are the differences between agricultural (co-operative) extension, general extension, and academic departments more sharply drawn by university traditions and administrative structure than conditions actually warrant?[1]

The third and most important set of experiences of American colleges and universities in urban extension is made possible under Title I of the Higher Education Act of 1965. This program of urban extension experiences was preceded by a number of brief and strained encounters between some universities and the Office of Economic Opportunity, and it is accompanied by a number of other urban extension activities such as those supported under Title VIII of the Housing Act of 1964 and the State Technical Services Act of 1965. But Title I, "Continuing Education and Community Service Programs," provides the main impetus.

Under Title I many universities and colleges are taking part in adult education and community services activities aimed at the solution of community problems, particularly in urban areas. The program has two objectives, "the solution of community problems" and "the strengthening of community service programs of colleges and universities." These are not the same and neither is clearly definable. The money expended, only about $10,000,000 a year, has been widely dispersed. The program is new. Nevertheless, among the positive benefits, the following seem apparent already:

An administration and Congress have recognized the need to bring the resources of colleges and universities to bear on the problems of their communities, problems that are at once local, state, regional and national in significance and scope.

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[1] Urban Extension: A Report on Experimental Programs Assisted by The Ford Foundation (New York: Ford Foundation,1966), pp. 7-8.

The Act established the National Advisory Council on Extension and Continuing Education, which potentially (when staffed) can give leadership in several ways--by defining problems appropriate for universities and colleges, setting priorities, providing technical assistance, evaluating results in terms of national goals and (perhaps) trying to bring some order out of the tangle of federal continuing education programs.

The Act requires that states have mechanisms for developing over-all plans to anticipate and guide economic, social and educational progress and growth; for identifying, mobilizing and using academic resources for community problem-solving; and for developing statewide plans for Title I programming.

The Act encourages institutions of higher education and representatives of local communities cooperatively to define local problems, identify resources and develop plans.

Such benefits are mostly potential. The actual results so far have been mixed. The questions the Ford Foundation report asked are unanswered. Some institutions that rushed into Title I projects are now drawing back. Universities and colleges remain preoccupied with their own grave internal problems. Educational institutions cannot commit their faculties to a particular interest. Community problems are large-system, long-term problems, and faculty interest is small-project, short-term interest. It is hard for town and gown to understand one another. The national, state and local planning mechanisms are not effective yet. Nothing has been changed fundamentally. Yet the history of urban extension may have begun[1]--a development that is at least in the direction of evolving one essential part of a grand strategy for bringing continuing education to bear on the problems of urban America. Colleges and universities may have begun to cope, and help others to cope, with the paradox stated by Paul Miller: "The issues of our time grow more sweeping while the means of solving them grow more narrow."[2]

If so, this evolving part is an essential complement to the "systems" R & D approach that HUD and other federal agencies are evolving, as noted in the previous chapter.

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[1] For an intimately informed report of urban extension from the community development days of the early 1950s through the first two years of Title I projects, see Kenneth Haygood, "Urban Life," in Liberal Education Reconsidered (Syracuse, New York: Syracuse University Publications in Continuing Education, January, 1969).

[2] Miller, op. cit., p. 23.

5. A Look at Some Middle-sized Cities

This chapter began with the local community and it ends with the local community. The study paid particular attention to the need for a coherent strategy for the urban slums, but it was concerned also about the majority of people who live elsewhere in urban America and the kinds of opportunities available to them. Surveys were made of continuing education in nine middle-sized cities or urban areas in New York State.[1]

These communities provided manageable and convenient grounds for a close examination of the needs and opportunities for new institutional forms and organizational patterns in continuing education in specific communities. The surveys were guided by a definition of what a comprehensive system of continuing education would be. The cities, or urban areas, studied (with 1960 populations) were:

The Tri-City Area--Albany, Schenectady and Troy
--urbanized area--population 455,447

Mount Vernon--76,010

New Rochelle--76,812

Niagara Falls--urbanized area--156,989

Rochester--urbanized area--493,402

Rome-Utica--urbanized area--187,779

Syracuse--urbanized area--333,286

White Plains--urbanized area--119,089

Yonkers--190,634

The following paragraphs report some of the relevant findings:

In no area is there what can be regarded as a comprehensive community program. This is particularly evident in the number of educational activities aimed to meet only specific short-term needs or, apparently, not aimed at all; in the lack of awareness by institutions and organizations of what each other was doing; in the paucity of programs in matters of social and civic concern, and in the general lack of community-wide counseling, referral and publicity activities.

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[1] An account of the methods of the surveys and details of their findings are included in the Appendix to this report.

People responsible for continuing education activities in the nine areas regarded the public schools as the predominant adult education institution, except in Syracuse and Rome-Utica. University College of Syracuse University was viewed as most influential in its community, which also has two other private institutions of higher education, one community college and two units of the State University of New York. In Utica, the public schools shared highest prestige with Utica College, a branch of Syracuse University.

None of the cities or areas reported an adult education council or coordinating group of any kind, unless exceptions are made for Syracuse and White Plains. In the Syracuse metropolitan area a group of public school and community college adult educators meet occasionally when called together by the State Department of Education supervisor. The White Plains Public Schools have both an Adult Education Advisory Committee and a Vocational Education Advisory Committee.

None of the areas has an organized community-wide referral service for adults seeking educational opportunities. The few instances of referral reported were numbered in the tens or hundreds per year.

No comprehensive survey of adult needs for continuing education had been made in any of the nine areas during the five years prior to this study. The few surveys of needs that had been undertaken were to gather information for a particular institution or program. No comprehensive survey of resources had been made in any of the areas during the past decade, if ever.

In recent years there have been community-wide publicity campaigns promoting adult education only in Schenectady, Mount Vernon, White Plains and Yonkers.

In the areas where one institution was regarded as trying to promote coordination and communication, it was usually the public school coordinating bilaterally.

In five of the nine areas, no institution was identified as working with informal organizations in program planning or leadership training. Of the other four, in Albany-Schenectady-Troy, it was the public schools, the Cooperative Extension Service, the YMCA and the Chamber of Commerce; in Rome-Utica, the YMCA and the CES; in Syracuse, University College, the community college and the public schools; in Yonkers, Sarah Lawrence College and the community college.

Of the nine areas, Cooperative Area Manpower Program Services (CAMPS) was identified as operating only in Mount Vernon, Rochester, Rome-Utica and Yonkers; and the Comprehensive Area Planning Council for Health was identified as operating only in Rochester and Syracuse.

All the nine areas received broadcasts from educational television stations except a part of Rome-Utica (the other part received the ETV station in Syracuse).

When asked what they consider most needed to improve adult education in their communities, adult educators responded "coordination," "communication," "cooperation." Other needs frequently listed were "joint publications of offerings," "joint surveys," "advisory committees," "referral services," "joint publicity," "involvement of community leaders in planning," and "common planning to relate programs for the disadvantaged."

From the needs identified for improvement of adult education in the nine areas, it seems evident that those conducting programs were ready to develop working patterns of cooperation and coordination. Thus far none of the nine has found a strategy to improve both institutional and inter-institutional programming.

* * *

The studies in nine middle-sized cities or urban areas revealed that those responsible for continuing education programs recognize the need for new forms and patterns but did not discern any organized movement toward such arrangements. All American communities, like the nine studied, are the "market place" where "consumers" of continuing education services meet "suppliers" of many kinds, most of whom have affiliations nationally. What is the status of the relationships between national organizations of continuing education? Are they creating new forms and patterns? Is a specific continuing education movement developing nationally? These questions are treated in the next chapter.

IV. NATIONAL DEVELOPMENTS IN THE FIELD OF CONTINUING EDUCATION

Are national organizations developing a specific continuing education movement? Such a movement would have the goal of establishing life-long learning as an integral part of American mores and well defined objectives toward that end; it would have an appropriate structure and organization, and it would have leadership and membership with a sense of their special bond exploiting general movements that favor their objectives. With this model in mind, let us review some current developments within some major organizations that have continuing education as their main, or at least a main, purpose.

1. The Adult Education Association of the U.S.A.

The AEA is insolvent. The Council of National Organizations (CNO), which was established as an "organ" of AEA in 1952, has long since gone its separate way and almost ceased to operate except informally. The National Association of Public School Adult Educators (NAPSAE), founded in 1952 as a "sub-organization" of AEA, has also pursued an independent course for many years. The membership of AEA is now seeking the way to enter the "main line of American life" that it has never found. The fact of AEA's insolvency--organizationally as well as financially--is all that we need to note at this point. The reasons for its insolvency must be pondered by all who believe a specific continuing education movement is required.

2. Public School Adult Educators

The Division of Adult Education Services of the National Education Association (NEA) and the National Association of Public School Adult Education (NAPSAE) on June 1, 1969, began operating as separate units.

The separation needs to be seen in historical context. The NEA organized a Department of Immigrant Education in 1921, which in 1924 was broadened to the Department of Adult Education. After the American Association of Adult Education (AAAE) began to function in 1926, the NEA Department of Adult Education opened its membership to all persons engaged in teaching, supervising or administering adult education programs. In 1951 the memberships of both the AAAE and the NEA Department dissolved these organizations in favor of the newly founded Adult Education Association of the U.S.A.

The National Association of Public School Adult Educators (NAPSAE) was founded as a "sub-organization" of AEA in 1952. It sought and in 1954 received affiliation with the NEA. The staff of the NEA's Division of Adult Education worked for NAPSAE also, first as a "sub-organizations" of AEA, and then NAPSAE in its own right. NAPSAE was served by NEA, yet the members of NAPSAE did not have to be members of NEA.

This anomolous relationship has now been ended by the separation of the staffs of NAPSAE and the NEA Division of Adult Education. NEA houses NAPSAE, for which it receives service payments. NAPSAE's elected officials, but not other members, must be members of NEA. Plainly the arrangement is temporary, and NAPSAE and the Division can be expected to take different paths in the future.

The Division of Adult Education of NEA is responsible for promoting adult education among the entire NEA membership. Its staff intends to work with state and local education associations to strengthen their commitments to adult education, to explore the implications that the decentralization of public schools has for adult education, and to press for programs of "adult education about education."

NAPSAE (perhaps under a new name) will continue to seek passage of federal legislation extending basic adult education through the high school, and to promote high school equivalency tests and certificates.[1] It will try to recruit members, not only from high schools but also from junior colleges.

NAPSAE's Executive Secretary serves also as Executive Secretary of the National Council of State Directors of Adult Education--an organization that may become highly significant. The Office of Education, which provides funds for basic adult education through the state offices, regards the state directors in the light of their responsibilities for those funds. However, the directors in such states as California, Connecticut, Colorado, Delaware, Florida, Illinois, Kansas, Louisiana, Michigan, Minnesota, New Jersey, New York, North Carolina, Ohio, Pennsylvania, Rhode Island, South Carolina, Utah and Washington have responsibilities for general adult education also.[1] These directors and their council could prove highly influential in the promotion of continuing education.

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[1] The 1969-70 President of NAPSAE, Monroe C. Neff, Director Division of Continuing Education, New York State Education Department, has pledged himself to promote nationally a program favored for New York State by the New York Regents. In a position paper released May 22, 1969, the Regents requested $13,300,000 for 1969-70 "to launch an intensive attack, planned for a 10-year period, on the educational deficiencies of our adult population. This program has four parts: Expansion of Basic Education Program for Adults with less than eight years of schooling; Extension of the High School Equivalency Program to provide more help to those handicapped by the lack of a high school diploma; Expansion of the present Americanization Project to increase opportunites for aliens to attain citizenship; Doubling of present capacity for occupational education of unemployed and under-employed adults."

3. The American Association of Junior Colleges

The AAJC seems strongly bent on defining a distinctive role for the fastest growing and most flexible component of American higher education. Continuing education under various names plays a major part. Dr. Ervin L. Harlacher, now President of the new Brookdale Community College in New Jersey, concludes in a recent book based on two studies (a national one in 1965 and another of 13 states in 1967), "The Community service function, while still emerging as a major aspect of these colleges, is the element that best fits them for a unique and highly significant role in future patterns of American education."[2]

In 1968 the W. K. Kellogg Foundation funded a Community Services Project in the AAJC. Through it the association has established a national advisory committee, provides a consultant service to colleges, holds national and regional conferences and workshops, takes part in cooperative activities with other institutions and agencies engaged in training projects, provides a clearinghouse function, and publishes a monthly newsletter, Forum, and other materials.

In July 1969 the AAJC sponsored the founding meeting of the National Council on Community Services for Community and Junior Colleges. The Council's purposes, in cooperation with the AAJC, are "to provide a unified voice to encourage community involvement as a total college effort, to foster a coordinated attack on pressing community problems by all elements of the community, to stimulate discussion and interchange among community services practioners, and to work closely with existing organizations committed to community education and services."

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[1] John Holden, Director, U. S. Department of Agriculture Graduate School, is the author of a chapter on "Adult Education" in the second of two volumes on state departments of education scheduled to be published by the Council of Chief State School Officers, NEA, in 1969.

[2] Erwin L. Harlacher, The Community Dimension of the Community Colleges (Englewood Cliffs, New Jersey: Prentice Hall, 1969).

4. University Extension and Evening Colleges

The significant developments within the fields of university extension and evening colleges are in the individual institutions rather than in dramatic changes within their two associations--the National University Extension Association (NUEA)[1] and the Association of Evening Colleges (AUEC).[2] These two institutions work closely together and many institutions are members of both.

The developments within individual institutions are so many and varied that they can be summarized only in general terms. Both university extension divisions and evening colleges are caught up in and are responding to the forces that are shaping their universities and their environments. Most have been involved in some Title I (HEA) activities. Evening colleges in particular, which are often units of urban universities, are engaged in urban problems and projects. Some universities have transferred credit courses to the administration of the day college, and evening colleges thus have new kinds of assignments. Some university extension divisions and evening colleges encounter difficulties in relating themselves to the parts of their institutions that in many ways are reaching out to their communities. Some extension divisions, notably that of the University of California, suffered sharp cuts in state subsidies. The rapid growth of community colleges is wielding its impact on both extension and evening units. Both the NUEA and the AUEC have begun to open their memberships to junior college personnel. In brief, university extension divisions and evening colleges are also wrestling with the basic questions of identity and mission.[1]

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[1] The most recent "NUEA Position Paper" is printed in the NUEA Spectator (April-May,1968).

[2] For a summary of the 1967-68 AUEC-NUEA Joint Report--the only statistical comparison in higher adult education--see "From the Dean's Desk" to AUEC members dated April 15, 1969. Howell W. McGee, Executive-Secretary of AUEC and Dean, Extension Division, University of Oklahoma, Norman, hazards five projections for 1973: "Undergraduate evening enrollment will begin to show a decrease by 1973." "Graduate enrollments may be expected to continue their rapid spiral upward." "Non-credit courses will continue to grow. . .probably more of which are sequential in nature." "Conferences and institutes will become a typical offering of the evening colleges." "Anticipate new and different degree programs."

Universities' missions are made more difficult to define because of the entrance of businesses into education. The two large contracts that the NUEA had with the Office of Education--for training Head Start Teachers in 1965 and for the National Adult Basic Education Teacher Training Program in 1966--were later let to "the private sector."[2]

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[1] See Paul A. Miller, "Response to the NUEA Position Paper," *NUEA Spectator*, (October-November,1968); Ben Rothblatt and Sol Tax,"The University in the Community," *NUEA Spectator*, (February-March,1968); and Richard A. Maitre, *et al.*, *A Live Option: The Future of the Evening College*, Kenneth Haygood, ed. (CSLEA: Boston University,1965).

For a description of projects by 36 institutions, see "The Urban Crisis: What is University Extension Doing?," *NUEA Spectator*, (February-March,1969). Many of the institutions are members also of AUEC and their evening colleges are involved.

[2] The boundary lines between business and education are being erased. See Ossian McKenzie, Edward Christiansen, and Paul H. Rigby, *Correspondence Instruction in the United States* (New York: McGraw-Hill Book Company,1968). Note also the following news items:

On July 23, 1969, in Federal District Court in Washington, Judge John Lewis Smith, Jr. ruled that the Middle State Association of Colleges and Secondary Schools had "unreasonably restrained the trade" of Margaret Webster Junior College in Washington, a proprietary institution, by denying it the right to apply for accreditation. Judge Smith said, "educational excellence is determined not by the method of financing but by the quality of the product . . . Higher education today possesses many of the attributes of business." For the story see *New York Times*, July 27, 1969.

During 1969 the U. S. Office of Education introduced the principle of "accountability for results" in opening competitive bids for a Texarkana, Arkansas, remedial reading project to prevent weak students from dropping out of school. The winning bidder will use modern equipment and instructional methods. The contractor must guarantee performance--that is, bring backward Texarkana students up to average for their age levels at a given cost and in a given time or else pay a money penalty. The Texarkana project is one of ten similar projects financed by the federal government. For the story see *Wall Street Journal*, August 12, 1967.

5. The Cooperative Extension Service

Chapter III noted the Report of the Joint USDA-NASULGC Extension Committee that recommends a role for the Cooperative Extension Service in the urban America of the future comparable to the role that it played in the rural America of the past. Recent federal monies and monies budgeted for 1970 give CES a strong drive in this direction. The funds are intended for a specific job in nutrition education in slums, particularly urban slums. Nevertheless nutrition education is a wide opening through which CES can expand its role in the way the Joint Report recommends. Through this opening CES can move its great strengths: its unequaled record of achievement, which includes long experience in nutrition education; its integrality with the political system, which includes its acceptance by rural, particularly Southern legislators; its strong support from the states and localities, both in money and clout. The prospect is that at least as much additional money will go into CES as is appropriated for other extension programs under Title I (HEA) and Title VIII of the Housing Act of 1964. This situation calls upon the CES to adapt itself to its new role.[1]

One obstacle to CES' ability to change is external. Its strength has come from its identification with a single department in the federal government and with a single college of a single institution--the college of agriculture of the land-grant university. If CES is to play a future role in urban America comparable to its role in rural America, it cannot maintain such a narrow base. Can it broaden its base without losing its strength?

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[1] CES has made some efforts to adapt itself. Here are two examples from the top:

Between July,1959 and December,1961 the Cooperative Extension Service and the Fund for Adult Education jointly undertook an experimental pilot county approach to public affairs education in two counties in each of six states. An evaluation of this project was made by the Federal Extension Service in 1963-64 and duplicated in November,1966.

In 1961-62 Dr. Joseph Matthews of FES attended the Center For The Study of Behavioral Sciences to study the ways by which insights from the several social sciences might be applicable to extension training. Subsequently he began a series of conferences with state training directors in which the insights of the social sciences were systematically examined for their applicability to extension training. These periodic meetings are continuing.

Another obstacle to change is internal. In the past CES could serve the rural community because both the university base and the field staff were in close touch with the people. But neither the university base nor the agent is in touch with the urban community, least of all the ghetto.

The nutritionist agents in the ghetto face an entirely new problem. They must train sub-professionals, not volunteers, and they must train people very different from the rural middle class. Similarly the agent who seeks to work with urban groups faces entirely new problems. In the jargon, the "target audiences" can be "identified," but will the agent be able to win their confidence and cooperation? Agents in the field will learn much, for they face the buzz-saw of reality. But how can the huge CES training program in the universities change? These programs are tied, on the one hand, with a rural experience now out of date but hardened into established practice, and on the other hand, with a university system of credit, degrees, hierarchy and values that have little relationship to the new realities of urban America. Many land-grant universities are trying to change their professional preparation, but a combination of historic success and academic respectability is a formidable alliance against change.

The historic success of the CES came no less from the empathy that the agents had with the people they served than it came from the expert knowledge they could tap in the land-grant university. The lack of this empathy between the people at all levels in CES with the deprived and alienated in all areas is probably the biggest handicap that CES faces as it aspires to its new role. This report is not the place to develop a point on which plentiful evidence is available,[1] but the ability of the Cooperative Extension Service to change in its relationship to its new "target audiences" and objectives is pertinent to the entire movement of continuing education, and that ability to change meets its first test, not in the ghetto, but within the CES itself.

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[1] See for instance Earl S. McGrath, *The Predominantly Negro Colleges and Universities in Transition* (New York: Teachers College, Columbia University,1965); Theodore W. Schultz, "Urban Development and Policy Implications for Agriculture," in *Economic Development and Cultural Change* (Chicago: The University of Chicago Press, 1966), p. 7; *The Negro and Higher Education in the South*, a statement by the Commission on Higher Educational Opportunity in the South (Atlanta, Georgia: Southern Regional Education Board,1967); "Negro Colleges," *Southern Education Report*, November,1967 (Nashville, Tennessee: Southern Education Reporting Service).and *Equal Opportunity in Farm Programs: An Appraisal of Services Rendered by Agencies of the United States Department of Agriculture*, a Report of the U.S. Commission on Civil Rights 1965 (U.S. Government Printing Office,1968). This last book has a chapter, pp.19-56, on the Cooperative Extension Service. Since it was published the CES abolished the segregated system officially. Conclusion that the situation has been remedied should be tested by evidence in the field.

6. Public Libraries

"The federal government has given the public library a very special place among community institutions of adult education, holding both that it should be strengthened as an institution and that it should be encouraged to provide general rather than special services. Congress apparently does not care to suggest that it will support only new kinds of library services or the purchase of certain categories of books, though it has no hesitancy in setting such limitations in its grants to colleges, universities, public schools and other institutions."[1]

Public libraries are both a servant to all other educational activities and, in recent years, an active agent of continuing education in their own right. Since 1850 public library services have been aimed at two goals constantly--civic enlightenment and personal development; other goals have reflected the nation's changing concerns--first moral development, then vocational improvement, and, since about 1957, community development.[2]

In recent years public libraries have been caught up in the swirl of urban problems. The financing of metropolitan public libraries, which had given much intellectual leadership of public libraries nationally, has broken down. The new stress on services to disadvantaged groups has taken energies and resources away from services to middle-class groups, including traditional adult education participants. There are struggles to find money and ways for quick training and retraining of librarians for their new roles. Sharp debate takes place about what public libraries ought to do: should they aim their services at the decision-makers or at the deprived? Many librarians, particularly younger ones, favor direct participation in social action. Tension is high. In a phrase, public libraries also are troubled by questions of identity and mission.

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[1] Cyril O. Houle, "Federal Policies Concerning Adult Education," *The School Review*, Vol. 76, No. 2, (Chicago, Illinois: The University of Chicago Press, June, 1968), p. 173.

[2] See Robert E. Lee, quoted in *Library Trends*, issue on "Group Services in Public Libraries," edited by Grace T. Stevinson (Illinois: University of Illinois Graduate School of Librry Science, July, 1968), pp. 6-7.

Recent federal legislation encouraging library cooperation--between libraries of all kinds and at all levels, and with other agencies providing community educational services--has quickened developments that were expressed in a statement of standards adopted July 13, 1966, by the members of the Public Library Association.[1] On October 23, 1968, "Library Services for the Nation's Needs: Toward Fulfillment of a National Policy," the Report of the National Advisory Commission on Libraries, was transmitted to the President. It recommended ways to meet the need for a national library policy "which could take into consideration the needs for library service of the American people as a whole."[2] The working theme of the ALA convention in Atlantic City, June 1969, was, "Mobilizing Resources for Total Library Service." In sum, the public library is moving into a position to provide general services to the effort to make continuing education an integral part of American life.

This improved posture comes none too soon, for the library is changing in at least two basic ways: It is becoming an information system itself, linked with vaster information systems world-wide in scope, where, not materials, but processed information filled to specific request will be quickly available. Second, it will become a resource center for electronic media materials that may build up into volume equal to that of printed materials.[3] In both of these developments the limitations are likely to come from the rigidities of those who use them, and not from the capabilities of the materials or the libraries.[1] Since the activities of education for adults are less institutionalized than the activities in formal education, wide opportunities for invention, experimentation and demonstration open.

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[1] Minimum Standards for Public Library Systems, 1966 (Chicago: American Library Association, 1966).

[2] For complete text, see ALA Bulletin (Chicago: American Library Association, January, 1969), pp. 67-97.

[3] A beginning can probably be seen in the Columbia Broadcasting Company's Electronic Video Recording, already on the market and fast being improved. It makes a "phonograph for the eyes" out of any television set. CBS is rapidly making advances with video-tape recording. Other companies seem near major technical breakthroughs with both film on television and video-tape recording. These technical developments provide a standardization of films not previously available and also simple ways of recording and playback. But, more, they open up the likelihood that the use of such video-records will get into the stream of consumer habits, used in homes, schools, businesses, unions, clubs, organizations and meetings of many kinds. They open up a new world for the secondary uses of television programs and of programs that can be shown on television sets--programs that can be produced for specific publics without the concern for the "critical mass" audience that harries even non-commercial television programming.

7. The American Vocational Association

AVA is a national association of state vocational associations and their individual members. It is a private, non-profit, professional organization that promotes and develops vocational-technical-practical arts education. Its membership, nearly 50,000, is steadily growing. Some of its members are teachers, administrators, supervisors, researchers, curriculum development specialists and guidance counselors in comprehensive and vocational high schools, area vocational schools, junior and community colleges, technical institutes, colleges and universities. Others are in business, industry, advisory groups and other fields outside professional education. AVA as an association and its membership is deeply involved in manpower development and training programs.

Developments in the field of vocational education are so great and numerous that they embrace nearly the entire range of

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[1] "The main obstacle to the development and use of sophisticated data banks and information systems, I suspect, is not the technology itself, but the threat posed to the educational establishment...

"The point is simply that new and powerful educational capabilities exist outside the school and out of control of the educational establishment. This emerging trend will continue and educators will either 'get with it' or find learners increasingly dissatisfied with their offering and teachers who are unable to hold their attention..."--John W. Loghary, "The Changing Capabilities in Education." Designing Education for the Future No. 6: Planning for Effective Utilization of Technology in Education, Edgar L. Morphet and David L. Jesser, eds. (New York: Citation Press, 1969), p. 74. This volume is a valuable collection of analyses.

Another convenient compendium of essays is The New Media And Education: Their Impact on Society, Peter H. Rossi and Bruce J. Biddle, eds. (Garden City, New York: Anchor Books, Doubleday & Co., Inc., 1966). It includes an essay on "Adult Education" by Malcolm S. Knowles.

Still another book to consult should be the first report of the Commission on Instructional Technology, due in the fall of 1969.

American manpower policies and their ramifications, as elucidated in the President's Manpower Reports to Congress transmitted each January.[1] They embrace also the entire range of American education, as made evident by the first annual report of the National Advisory Council on Vocational Education.[2] This latter report criticized the federal government for spending $14 on higher education for every $1 for vocational education. It criticized also state governments and district school boards for a similar preference for college preparation and college education over vocational education. The council recommended that vocational schools be part of, not separated from, regular high schools, and that vocational training begin in elementary schools.

Although the AVA is a member of the Committee on Adult Education Organizations, there is a cool distance between the AVA and other associations of continuing education in public schools, junior colleges, evening colleges, university general extension and cooperative extension--a distance that is a barrier to the development of a specific continuing education movement.

8. American Society for Training and Development

ASTD, the training and development profession's service organization, has a fast growing membership of more than 8,500. Its members enroll from business and industry (frequently they are top personnel and training officers) and increasingly from the armed forces, government agencies (federal, state and local), and hospitals and other health agencies. Well financed by substantial dues, fees for meetings and charges for running training programs, it is a permanent and dynamic organization.

ASTD is a member of the Committee of Adult Education Organizations, yet the relationships between ASTD and college and university associations of continuing education are cool and distant. The absence of close liaison is a serious obstacle to the growth of a specific continuing education movement and an obstacle also to the advance of the science, or art, of training and developing human resources.

Business and industry, which can deduct 52 per cent of the costs from taxes, and the armed forces, which can include most of the costs in its regular budget, spend billions of dollars each year on training and development.[3] More important even than the financial resources is the fact that training and development are means essential to the missions of these institutions. Advances in the use of human resources are an ever larger factor in successful military and corporate success. There is, therefore, the strongest drive for research, experimentation, innovation, demonstration and evaluation. R & D in the use of human resources is one of the "fallouts" of the military-industrial effort.

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[1] For a convenient summary and critical analysis, see Sar A. Levitan and Garth L. Mangum, *Federal Training and Work Programs in the Sixties* (Ann Arbor, Michigan: Institute of Labor and Industrial Relations, University of Michigan, 1969).

[2] "Vocational Studies Backed by Education Unit," *New York Times*, August 29, 1969.

[3] A recent description of a large number of education programs in business and industry is Sally Olean, *Changing Patterns in Continuing Education for Business* (CSLEA: Boston University, 1967). The author cites the

The concerns of ASTD members range from the transmission of the most advanced knowledge and skills to training the disadvantaged. Many business firms receiving government contracts to train the unemployed turn to ASTD for help. Moreover, the armed forces are involved in several large activities dealing with the unqualified and also with the "lateral" replacements of personnel. Armed forces programs concerned with low aptitudes include Project 100,000 and special regimens to get men with low qualifications through military vocational schools and institutes. Project Tranisiton helps men soon to leave military service prepare for civilian employment. Moreover, the armed forces are giving increasing attention to the ways by which their career men returning to civilian life upon retirement after twenty or thirty years of service can move productively into new

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conclusion of a confidential study completed in 1966 for the U.S. Office of Education that business and industry are the main purveyors of some kind of continuing education but that no accurate estimates of programs are available. An estimate by Changing Times is an annual expenditure of $17 billion. The Oleon study estimates that two-thirds of the business-industry programs are not related to colleges or universities.

A program illustrating the fierce energy that business can bring to bear on training is the United Air Lines Flight Training Center on the property of Stapleton Airport, Denver, Colorado. A 1969 brochure reports: "Training is monitored by Flight Standards,a quality control group that tests and verifies the output of the training center...Now with our new facilities, we will be able to train up to 800 new United pilots each year. And, in addition, we will train some 1,000 pilots for private corporations and other airlines. We will also have the capabilities of upgrading, providing refresher courses, and cross-training for more than 12,000 pilots a year. United estimates that it costs about $10,000 to train a new pilot. During his airline career, the company will spend upwards of $100,000 per pilot for his training." In a letter to the authors of this paper, dated July 29, 1969, L. Lobsinger, United Flight Operations Training, reported that, of a facilty valued at $30,000,000, $22,500,000 is in equipment, particularly the simulators,and only $7,500,000 in buildings. In addition, twelve aircraft, valued at $60,000,000, are assigned to the program. The curriculum involves 365 days a year operation, with classroom work from 8:00a.m. to 4p.m., simulators from 6:00a.m. to midnight, and training aircraft flying from 4:00a.m. to midnight.

careers.[1]

ASTD now has a community development division. Its 1969 conference placed heavy emphasis upon training people from the ghetto. These specific projects must be seen in the context of its members' comprehensive interest, which is not with unemployment, but, rather, with scarcity--a drastic shortage of skilled manpower to achieve national goals. Therefore, the questions are: How to tap such unused supplies of manpower as members of minority groups, women, old people? How to facilitate the lateral and upward movement of skills to meet shortages and relieve highly trained manpower for more appropriate use? How to specify manpower needs sufficiently ahead of time to permit the proper use of "lead time"?

Such concerns are close to the core of some of our national needs, because jobs are not only means to other ends; they are also a good in themselves. The unemployed and underemployed are demanding, not just jobs, but well-paying jobs, jobs that are interesting and meaningful, and that lead upward. In this situation, the lack of close rapport between the members of ASTD and the members of other associations in the field of continuing education is damaging. It probably hurts the academic sector more now, because the bulk of R & D in the use of human resources has been in the business and military fields, but later, when educational R & D begins to pay off, harm may come to the other side also. Regardless of the balance of damages, the distance between the two sectors is harmful to the nation.

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[1] Business and the military have held some meetings to explore their common interests in training and development. See Project Aristotle Symposium (1969) and Project Aristotle Symposium Task Group I--Project 100,000 (1969). Both documents are available from the National Security Industrial Association, 1030 15th St. N.W., Washington, D.C. 20005. The first Aristotle Symposium, on which these documents are based, was held in Washington, D. C., in December 1967 and dealt with the potential collaboration of government, education and industry in educational development. Task groups were formed to treat eight specific areas, including Project 100,000 and Project Transition.

Both Project 100,000 and Project Transition are supported by the U.S. Armed Forces Institute (USAFI), which has been making significant contributions to adult education for twenty-six years. USAFI currently offers through the armed forces and its correspondence courses both "continuation" and continuing education. The former involves courses of pre-high school, high school, college, spoken languages and technical types. USAFI pioneered with the General Educational Development (GED) program. The continuing education program is in cooperation with colleges and universities, in which USAFI pays tuition for servicemen. USAFI's long-range plans include expanding programs in supplemental education programs: "augmentation programs," in which servicemen may go into other fields to improve their military performance, and elaboration of the GED program. For testimony by its graduates to the merits of USAFI, see W.L. Brother, "U.S. Armed Forces Institute: School for Self Development," Bulletin of the National Association of Secondary School Principals, Vol. 52, No. 329 (September,1968).

ASTD members' emphasis upon scientific training to meet a scarcity of manpower furnishes contrast with craft union policy of maintaining scarcity by holding to traditional methods of apprentice training. This contrast becomes a flashpoint of conflicts over hiring and training in construction projects. Such conflicts are bound to increase in number and intensity until they embroil much of the nation or are resolved by opening opportunities for employment and training.

9. Labor Education

In 1938 the Presidential Advisory Commission on Education commented: "If an intelligent labor movement is essential to democratic progress, then the education of labor leaders is as important as the education of financiers and engineers."[1] Labor education in the United States continues to grow, but slowly. Its tough vitality is stunted by apathy displayed by most union officials. The major channels for public support of labor education are university labor extension centers, which themselves are short of money. Specific programs have increased, but no new forms or enduring arrangements have emerged in labor education in the last twenty years. The story is one of fragmented efforts, poorly supported both in money and in interest, with very little labor education directed to the top leaders of the unions who make policies.

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[1] Quoted by Lawrence Rogin and Marjorie Rachlin, Labor Education in the United States (Washington, D. C. : The American University, National Institute of Labor Education, 1968), p.1. This report describes labor education programs by unions, both national and local, and by other institutions and agencies in cooperation with unions. The authors conclude: "At one time it was hoped that there would be an infusion of federal funds to provide a breakthrough in the total amount of labor education similar to the WPA experience in the 1930's, when adequate financing was available. Labor educators still regard this as a possibility but there has been no concerted effort for such legislation recently. It is still possible that union attitudes will change and that labor education will gain the support and status necessary to make it more than a peripheral activity...

"In a brief monograph on adult education in Sweden, Sven-Ahrne Stahre, Director of Studies of the Swedish Workers' Educational Association, points out that adult education in that country developed out of the concerns of the 'popular movements' of which the organizations of workers were but one...

"It may be that U.S unions have not yet exhibited the same concern for education that is attributed to the unionists in Sweden; but the needs of the society are equally great, and labor education offers a method for aiding a large group of Americans to understand them." (pp. 9-10). The monograph referred to is Sven-Ahrne Stahre, Adult Education in Sweden (Stockholm: The Swedish Institute, 1965).

However, there is now a chance that this situation may change. In the fall of 1969 the AFL-CIO opened its Labor Studies Center in Washington, D. C. Explaining its purpose, President George Meany said:

> In one aspect it is a response to the expanded interests of the unions... Since workers are concerned with every phase of social activity in their communities, labor representatives are called upon to serve on planning boards, school boards and state and local commissions, and are an integral part of the decision-making process. For this they need training... Labor studies programs are not new in the United States. The Harvard Trade Union program, for example, recently celebrated its 25th anniversary. A number of universities have for many years offered their services to local and national union organizations. In our view, however, the fragmentation of union and university programs--each responding in its own way--can at some point become counterproductive.[1]

Before its decision to establish the new center, the AFL-CIO Executive Council had its Department of Education survey current experience and interests of the unions. The director of the department indicated that any programs instituted would draw upon the experiences of university labor education centers as well as those of unions. Set against the background of the need for new policies by some unions and within the context of fresh vitality in university extension programs, the founding of this labor education center could open an exciting chapter in the history of American labor education.

10. Related Associations and Professions

All the areas we have reviewed are characterized by a broadening of concern, a recognition of tightening interdependency, a general preoccupation with the social problems of urban America, and a specific preoccupation with appropriate training. The same four commonalities characterize also other large movements that use continuing education as their primary instrument, such as public health and social welfare.

The Public Health Service field staff may now be larger than the CES field staff and continues to grow; the definition of "health" is expanding.

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[1] From the Victor Riesel column, Syracuse Post-Standard, Syracuse, N.Y., August 20, 1969.

> The primary problems that health educators face today is whether there is a core of training for health education tasks to be performed by the less than college graduate aide or whether these tasks are to be performed by aides being initiated by other professional groups.... The college health education head may have as his major priorities the obtaining of funds for more teachers but his curriculum may be far removed from the real life of the poor with whom those teachers and community health educators must communicate.... Training for health manpower needs of today takes a greater knowledge of community needs than one discipline or agency can possibly imagine.[1]

The April, 1969 conference in Atlantic City of the National Association of Social Workers reflected a re-examination of the role of social workers in American society. Many of the workers, particularly the younger ones, are torn between the need for fundamental changes that they see in their work, and the opposing need to use traditional case-work methods and procedures. The concept of community action in many OEO programs has heightened the tension between new and old. Many social workers are coming to favor a guaranteed minimum income for the poor that would solve many social problems and free the social worker to concentrate on teaching the prudent use of money and tackling non-money problems. President Nixon's proposal to reform the social welfare system may be a long step in this direction. But where and how are social workers to receive the initial and continuous training they need for their new educative responsibilities? This question dominated the May 25-29, 1969 meeting of the National Conference on Social Welfare, which held "An Action Forum on Human Welfare" -to assist its member agencies and groups "to develop strategies and action for social change."

11. The Public Broadcasting System

The United States now has a public broadcasting system of about 180 television stations and 400 radio stations that is in the rapids of formative development. The persons and agencies primarily involved in continuing education did not play a major role in the creation of the system. They are not now playing a major role in its development. This situation is unnecessary because the leadership of the Corporation for Public Broadcasting, National Education Television, the National Association of Educational Broadcasters and many of the local television and radio stations recognize their responsibilities for continuing education.

If this situation is not changed, the field of continuing education will miss its main chance, for public broadcasting could be the chief medium for the education of the American people in public affairs. The field of public broadcasting will miss help that it wants and needs. But the big losers will be the American people. The need for continuing educators and public broadcasters to join forces is urgent, because new patterns are fast setting and even newer possibilities are emerging.

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[1] Betty Gardiner and Beatrice Main, "Health Manpower Needs Make Strange Bedfellows," Adult Leadership, Vol. 17 (February, 1969), p. 338. Betty Gardiner is chief of the training section of the U.S. Department of Health.

> "Within each nation and between nations, the wise use of telecommunications is a key to success in building and reinforcing the sense of community which is the foundation of social peace; a sense of community based on freedom, and on a tolerance of diversity; a community which encourages and appreciates the unpredictable richness of human imagination; but a community, nevertheless, faithful to its own rules of civility and order."[1]

These eloquent words do not come from a book on "education." They come from an action document--a report of a task force appointed to guide the President of the United States on national and international policies. This action document is heavy with findings and recommendations relevant to continuing education: "Multi-national educational training centers"; "A U.S. Institute of Educational Planning and Technology" (Chapter Four)--"The pilot satellites should offer free satellite channels for non-commercial and instructional television" (Chapter Five)--"We conclude that the distribution of television in the home via cable is a promising avenue to diversity"; "The Government should stimulate and support pilot programs to explore the utility of television to further important public purposes. A pilot communications project for South Central Los Angeles is an illustrative example. A pilot project for a remote rural area such as an Indian reservation is another possible application." (Chapter Seven).

The members of the Task Force did not make such findings and recommendations as educators, less as continuing educators. They wrote as men and women of action who know that the future must be designed today. Similarly, Congress did not establish the Corporation for Public Broadcasting to promote "education," less to promote "continuing education." The intent of the Public Broadcasting Act of 1967 is to further "the general welfare" and to "support a national policy that will most effectively make non-commercial radio and television available to all the citizens of the United States." In the mood of today, furthering the "general welfare" means helping solve social problems, and making non-commercial broadcasting "available to all citizens of the United States" means something far different both from traditional commercial fare and from traditional "educational" fare.

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[1] President's Task Force on Communications Policy, Final Report. Established pursuant to the President's Message on Communications Policy, August 14, 1967 (Washington, D. C. : Superintendent of Documents, Government Printing Office, December 7, 1968), p. 2.

In the spirit of this Act, the Corporation for Public Broadcasting operates, not as an "educational agency," and less as a "continuing education" agency, but as a quasi-public body with a totally public responsibility. CPB's decisions to commit some of its resources to pre-school education broadcasting and part to continuing education broadcasting were not "education" decisions, but public action decisions.

Public broadcasting and the larger field of telecommunications are another illustration of the argument of this report: that in modern society coherent knowledge will be brought to bear on the solution of social problems in designs equal to the size of the problems. Those institutions or agencies that get in the way or stand aside will be by-passed. The solutions may not be as good as they might have been with wider participation, but solutions will be attempted.

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Will a specific continuing education movement be organized to take advantage of the opportunities that abound? The review that has been made in this chapter of the field and some contiguous territory gives a mixed answer to that question.

The movement of continuing education is gathering tremendous strength. The public schools with adult basic education; vocational education greatly expanded and bridging school and work; the community college destined to be the major instrument for continuing education for the middle-career groups; university extension with Title I HEA programs; cooperative extension with its new scope and posture; the development of public libraries into a national system; the surge of training and development focused in ASTD; a new national labor education center; favorable movements in such related fields as health and welfare; the formation of a national public broadcasting system--these and similar developments have changed the national scene of continuing education completely during the past decade, even during the past five years. These and other developments will continue and expand, and new ones will join them.

Moreover, the concerns and arenas of the institutions taking part in these developments converge: training and development, particularly of deprived people; work in the communities, particularly the ghettos; interdependency and overlapping publics, and so on. All institutions and agencies engaged in continuing education are faced with the need to cooperate with each other and also with all other institutions and organizations engaged in the reconstruction of America. All these organizations and associations express the willingness and intent to cooperate.

Yet various obstacles stand in the way. Some of these obstacles are in the very strength of the institutions and their associations. Others reflect traditional divisions in American life and education.

The review in this chapter began by recognizing that the organization founded in 1951 to make continuing education a specific movement--the Adult Education Association--is insolvent.

It ends with the recognition that the largest and most complex meeting of associations engaged in continuing education ever convened in American history--the Washington Galaxy Conference--will take place in December. The next chapter of this report explores some approaches to the organization of a specific continuing education movement that could begin with the Galaxy Conference.

V. APPROACHES TO COMMON GROUND

Some thoughtful knowledgeable people judge that the idea of continuing education may be too general around which to organize a specific movement. Here, verbatim, are two statements of that opinion:

1. The basic concept of an underlying unity in adult education is suspect. Adult education is even more diffused than formal education and that is not under any umbrella. Instead of starting with "national unity," you should start at the other end--with the components. Keep your eye on the goals, which are not organizations, but action objectives to be reached by the use of adult education. The goals need to be reasonably limited, though they can still be huge. Rank them in some kind of priority. Then push the movements as far as you can, locally, state, nationally, until the gravitational pull weakens. Any organizational arrangements will be temporary. The vitality of an idea and the competence of the people--these are more important than organizational arrangements.

2. The basic question is, Can you get a clientele? You have agricultural educators, vocational educators, business educators, labor educators, government educators, health educators, because these have clienteles. But you don't have adult educators as such because they don't have a clientele. There are two promising approaches for adult education. One is to develop a subdivision, such as public affairs, and give it "oomph." The other is to broaden the concerns of those who are serving the narrower interests of special groups.

These two statements advise against any attempt to organize continuing education when unity is the objective; however, at the same time they imply that the movement would be advanced if there were some focus of over-all concern. They imply needs to take an overview of component parts, to set goals and priorities, and to devise strategies. In sum, they imply the need for a national organization, provided its purpose were to take advantage of opportunities to advance the movement.

A national organization with such a purpose could relate continuing education to some of the large "action objectives" that command the attention of the American people, giving leadership and recruiting leadership. One example is the concern with early human development.

> Just as medical research was organized around concepts of pathology, so today we would do well to organize our efforts anew around the concept of growth. Those sciences that can help us understand and nurture human growth--biological, behavioral, and social sciences alike--should find ways of joining forces as the growth sciences. Let them make their knowledge relevant to those who are practitioners of the nurturing of growth: parents, teachers,

> counselors. It is bizarre that no such organization has yet emerged, though it is plainly on its way.[1]

After scientists make their knowledge relevant to parents, teachers, counselors, and other practitioners of the nurturing of human growth, these mentors need help in applying that knowledge. Continuing educators could contribute full measure to this new movement that is "plainly on its way," and in return they would enlist strong leadership. Large energies and monies will be spent: will they be used well in the education of the adult practitioners?

Another example of a broad action objective is control over the consequences of applied science. The National Academy of Sciences has recommended that Congress establish a federal agency to alert the nation to the perils of uncontrolled technology.[2]

The report of the NAS study, which was requested by a subcommittee of the House of Representatives, marks a new stage in the evolving conviction among scientists that they have a special social responsibility. Moreover, it seems likely that Congress will act upon the recommendation to set up an agency near the Presidency whose purpose will be to "give people a voice in the decisions that affect them adversely." Socially-concerned scientists are a plentiful and powerful cadre to enlist in promoting the continuing education of adults necessary to bring about the responsible controls they seek--an objective they need help in achieving.

Now we will consider two examples of ways in which organization of continuing education could help to broaden the pursuits of those serving the interests of special groups.

Every organized professional and career field has programs of continuing education, some of them very elaborate. In many the trend is toward a widening of concerns to take into account more aspects of the lives of the individuals and groups they serve. Item: the Education Professions Development Act is strengthening relationships among universities, the lower school systems and the communities. Item: the American Association of School Administrators (AASA) has developed a new institution--the National Academy of School Administrators--to meet the need for a new approach to in-service training.[3]

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[1] Jerome Brunner, quoted by Maya Pines in "Why Some Three-Year-Olds Get A's-- and Some Get C's, " New York Times Magazine, July 6, 1969, p.12.

[2] New York Times, August 31, 1969.

[3] Stephen J. Knezevich, "AASA Academy for School Executives," American Education, (February, 1969), pp. 25-26.

Item: The Academy of Parish Clergymen, the nation's first association of practicing clergymen, has been formed with the goal of increasing the competency of the ministry by a program of continuing education.[1] The most effective people in the broadening of the professions and careers are natural allies for the continuing education movement.

North Carolina would provide a case study of ways by which continuing education can be used to intensify the interests of the people of a state in their economic development. Without recounting the recent history of that state, but taking the drive toward industrialization as the social and political context, let us note some consequences:

North Carolina furnishes a comprehensive community college system to give anybody eighteen years or older, high school graduate or not, appropriate, economical learning opportunities from the first-grade level through the second year of college. These opportunities include vocational, technical and general education. In 1963 the Department of Community Colleges of the State Board of Education was given control also over the industrial education centers previously established. Since then several new community colleges have been established and all the industrial education centers have been transformed into either technical institutes or community colleges. Today fifty institutions offer educational opportunities within commuting distance of 85 per cent of the state's population.[2]

In cooperation with the State Department of Community Colleges, the Department of Adult Education of North Carolina State University has developed a comprehensive and continuing in-service education program for community college administrators, supervisors, and teachers. The Department of Adult Education has close working relationships also with the State Board of Education, the State Department of Public Instruction, the State Library Commission, the North Carolina Ministerial Association, the armed forces educational centers (Cherry Point, Camp Lejune and Fort Bragg), the continuing education divisions of other branches of the University of North Carolina, and also East Carolina, Western Carolina and Appalachian State Universities.

Within North Carolina State University, the Department of Adult Education is a component of both the School of Agriculture and Life Sciences and the School of Education. Its staff--five full professors, two associate professors, three assistant professors and four research associates and instructors--hold joint appointments in both schools. The department, established in 1964, is operating according to a long-range plan based on the needs of the state and region.[1]

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[1] New York Times, June 2, 1969.

[2] For details, see Forum, Vol. 1, No. 7 (American Association of Junior Colleges, July, 1969).

In North Carolina the continuing educators seem to have gone far toward bridging some of the divisions that obstruct the advance of the movement in many other states and at the national level --divisions between universities, between universities and community colleges, between vocational and general education, between formal schooling and adult education, between the professors of adult education and the trainers, between the faculty of the university and the university's extension, between one kind of extension and another. They have done so through commitment to a common enterprise that is vital to the economic and social development of the state in cooperation with leaders in government, business, education and other fields.

In summary, a national organization of the right kind could systematically guide the continuing education movement in taking advantage of such action objectives as early human development and control over the consequences of applied science, and such broadening of special interests as continuing education in the professions and the economic drives in states and regions. It could thereby serve all other organizations in the field of continuing education and cultivate the clienteles necessary for strong support. What would be the right kind of organization?

Some clues to the answer to this question may be found in the success story of the American Association for the Advancement of Science (AAAS). The idea of "science" is general and much more abstract than the idea of life-long learning. The field of science is vast and even more tightly organized than the field of continuing education. Yet the strength of the AAAS comes from its being able to bring diversity to a focus, to provide a medium of communication among and a forum for highly specialized groups, and to serve as a publicist to the lay public, from which it draws part of its membership. Without straining parallels, the AAAS demonstrates that the solution to the problem of unity amid diversity lies in a clear recognition of purpose and, therefore, in a sharp definition of functions.

There is an important difference between an organization to which the members give their first loyalties and an organization of persons and groups whose first loyalties are to other organizations. When loyalties compete, the secondary-loyalty organization always loses. If continuing education becomes effectively organized, its leaders should recognize from the beginning (which is easy) and remember (which is hard) that, like the AAAS, it will be a secondary-loyalty organization. Its goals and objectives must be extensions of the participants' highest goals and objectives. Its organization and functions must be harmonious, not competitive, with those of the other organizations to which its members give their first loyalties. It must enable the member individuals and groups to do better together what they are doing separately, to do some things that they can do only in concert, and to evolve new visions and capabilities. This prescription is not a counsel of perfection,but a description of all specific social movements that effectively promote "causes" (like the American Association for the Advancement of Science). The members join and remain in the organization because they want to serve together a cause they believe in. If the organization gives them effective opportunities to serve, the organization survives. If it does not, it becomes insolvent, and its financial insolvency is the least important kind.

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[1] Long-Range Plan 1968-78 (Department of Adult Education: North Carolina State University, 1968).

The consensus of persons who believe that a new attempt to organize continuing education nationally would have a good chance to succeed can be summarized in four points. First, leadership will make the difference between success and failure, and leaders in continuing education must enlist leaders from other fields. Second, a national continuing education organization must be strong at all levels. Third, the functions performed at the several levels must be at the same time differentiated and articulated, like a hand. Fourth, any attempt to organize continuing education nationally must start toward modest objectives and proceed by short essential steps. These points provide an outline for the following comments on approaches to common ground:

1. Leadership

Ways by which leaders in continuing education could give help to and receive help from leaders in other fields were illustrated earlier and no more examples need be given. We should note, however, that in these exchanges there is usually no sense of quid pro quo between "allies." "Colleagues" is perhaps a better word. In the ceaseless flow of American associational life, individuals and their influences move easily from primary to secondary interests, or from one aspect of a large interest to another, with a sense of related activity. Such relationships among leaders are common within and between all levels of our national life.

The notion of a "grass-roots" growth upward, like a vegetable, does not catch the way things get done in the United States. Leaders from many fields in many institutions and organizations in many parts of the country work together simultaneously in a societal process that is organismic, insofar as it is like anything. The effective operation of leadership is an orchestration of influences throughout the society. A national continuing education organization must get into the channels through which the main energies of the

American society flow. The way to do so is through the influences of the leaders it has and can recruit. The formal structure of the organization should be the one that most effectively helps the members promote the cause in their multifarious activities.

2. Strength at All Levels

To fill the prescription that a national continuing education organization be strong at all levels, adequate forms and arrangements will have to be devised at the local and state and perhaps regional levels. Local adult education councils and state and regional adult education associations are not the foundations for an effective organization.

Local councils of adult education are few and weak. The situations in the nine New York State cities and areas summarized in Chapter III of this report are typical of American cities, with few exceptions: no comprehensive programming, no coordinating group, no organized community-wide referral service, and so on. A few large city councils do what they can with scant resources.[1] There are thirty-six state adult education associations and three regional adult education associations (Missouri Valley, Mountain Plains and Northwest), which usually meet once a year.

Those persons who have tried the hardest to make councils and associations work are the ones most aware of the limitations of these forms as they now are and of the limitations, too, of the ways that the national organizations have been able to help them. Effective forms and arrangements would be determined in large part by the functions they performed.

3. Functions: Differentiated and Articulated

The prescription for the functions of a national continuing education organization is a double one: First, its functions must be different from and yet harmonious with the functions of other organizations in the field; second, the continuing education organization itself must have functions at several levels that are differentiated yet articulated. Both of these prescriptions would be filled by successfully answering one question: What essential tasks need to be performed that are now being performed? The following answers are suggested in basic outline.

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[1] For example, the Adult Education Council of Greater Chicago supports itself in part by operating a speakers' bureau; the Adult Education Council of Greater St. Louis gets more than half of its income from the annual drive of the United Artists and Education Fund.

Needed in every community: New forms and arrangements to develop at the local level a more coherent organization and distribution of the tangle of federal[1] and state programs that come into the community, both continuing education programs and action programs with educational components. Helped by information from the national and state units of the national continuing education organization, and also by federal, state and city governmental agencies, the local unit could inform, guide, counsel and refer; it could publish a director and newsletter. With such service as a core, the local unit would be providing a "social utility" that is needed everywhere and available nowhere.[2] The core could be naturally expanded to include information and services about other continuing education opportunities available from all sources, locally and nationally.

Needed in every state: A unit that covers and reports on the plans and activities in such key places as the state legislative and executive branches; the state boards of higher education, community colleges, public schools, vocational education; general university extension, cooperative extension, and so on; and the state bodies of a host of federal programs--Title I (HEA), adult basic education, vocational education, manpower training, arts and sciences and the like. Helped by information from the national unit of the continuing education organization and also by federal and state agencies, this state unit could provide for each state and its communities a service needed in all states and available in none. Around such core service, the state unit could build other services.

Interstate metropolitan areas and regions may also have needs that could be served by units of the national continuing education organization at their levels but these needs would be too varied to be generalized.

The National Needs

Before considering the national level, let us observe that the two core functions identified at the local and state levels fit the prescription: They are clearly defined; they are not being performed; they must be performed at their levels or they will not be performed at all; they are serviceable to all continuing education institutions and organizations and competitive with none; they are differentiated from and articulated with one another.

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[1] For attempts to thread through the tangle of federal programs, see Catalog of Federal Assistance Programs (Washington, D.C.: Information Center, Office of Economic Opportunity,1969); Inventory of Federally Supported Adult Education Programs: Report to the President's National Advisory Committee on Adult Basic Education (New York: Greenleigh Associates, Inc., January,1968); and Federal Support for Adult Education: Directory of Programs and Services (Washington, D.C.: Adult Education Association, Revised Edition,1969).

[2] Alfred J. Kahn and others, Neighborhood Information Centers (New York: Columbia University School of Social Work, 1966), suggests an American adaptation of the British Citizens' Advice Bureau (CAB). This book expounds many ideas that would be useful in continuing education services to the community.

The functions that need to be performed at the national level are necessarily more complex but the guiding questions are the same: What tasks essential to the promotion of continuing education are now being performed inadequately or not at all? How can the national organization perform, or facilitate the performance of, these tasks in ways harmonious both with other organizations in the field and with other levels of its own organization?

Guided by these questions, at least three sets of tasks can be identified for a national continuing education organization at the national level: to promote a sense of mission, to provide a national information center, and to be a focus for planning a coherent developmental design for the field of continuing education.

a. A Sense of Mission

The task is to help provide continuing educators with a sense of high common purpose and a vision of shared objectives and goals; to define clearly with formal educators the life-long continuum of systematic learning; to establish the role of continuing learning as a guiding and implementing means in all adult activities, as well as a value in its own right; and to advance public understanding of continuing education and to elevate public regard for it. This foremost function is the key to all the others. Wide and varied cooperation by the practitioners, the enlistment of leaders from other fields, support at levels adequate to the needs--all these possibilities depend upon giving an intellectual leadership that persuades and moves.

For leaders in continuing education and leaders from other fields to initiate a program concerned with the meaning, values and goals of what they are doing would be a major cooperative enterprise in its own right and a preparation for further cooperation.

All should understand that what is needed is not a "statement," however penetrating or eloquent, but the beginning of a process of exploration in which many people in many pursuits at all levels will engage and continue, and communicate with each other. The answers to the questions that need to be asked are apparent. What human characteristics do we want to favor in early growth? What is the nature of the new community we are trying to develop? Such questions will be answered by what we do. The cooperative examination of what we are doing, and why, would be the educative enterprise.[1]

b. Information

The need is for a national information center for continuing education that gathers and transmits certain kinds of information that either now do not exist or are not conveniently accessible to the field. The center would be connected with other centers of information about education, continuing education and related areas at international, national, state and local levels. It would draw upon them and feed into them. It would provide service to the state and local units of the national organization and also utilize them as resource to review what useful information is available and ways of bringing it together; to assess what needed information is lacking and ways it can be acquired; to plan ways of using information and building it up by use--for leaders in the field of continuing education to do these things together would be performing a service for the field and at the same time be a major cooperative enterprise by the field.

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[1] A model of procedure and results is the study of the aims and objectives of education in the schools of Ontario made during 1965-67 by a committee appointed by the provincial government. "In terms of reference the committee was instructed 'to set forth the aims of education for the educational system of the province' and to propose means by which these aims might be achieved. The committee found evidence that formal statements of aims have had little effect on educational practices in the past. Of four Royal Commissions that have reported on education in their respective provinces of Canada during the past eight years, only one published a separate chapter on aims. The recent report of the Central Advisory Council for Education in England has a four-page chapter on aims but indicates a preference for a pragmatic approach to the purposes of education; it implies that individual teachers might better define their own aims. Some philosophers believe that aims are inherent in the educational process and in fact often arise from it, and that the school program itself provides the best evidence of the aims and objectives of any educational system.

"This report has been designed to communicate the committee's viewpoints, findings, and recommendations in a manner that reflects the philosophy of the committee. It contains a commentary on the aims of education, but it does not include a formal statement of aims. The aims and objectives of education are an intrinsic part of the proposed educational process, and are inherent in the very spirit of the report." Living and Learning (Toronto: The Publications Office, Ontario Department of Education, 44 Eglinton Avenue West, Toronto 12, 1968), pp. 4-5.

Those who plan a national information center should begin by getting advice from experts in information systems. The notion that an information center needs to be a huge repository is much out of date. In many cases, all that is needed is a highly qualified information specialist and a kind of switchboard into information systems where processed information is already available waiting for retail outlets.

c. A Design for Development

A national continuing education organization could be an instrument through which the leaders of the field draw up a map of needs and set priorities, seek funds and allocate them according to a design, and insure the widest possible dissemination and use of results. Again the point: the performance of this function would serve the entire field, it would be a major cooperative enterprise by the field, and it would lead to further cooperation.

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Promoting a sense of mission, providing a national information center, and facilitating the planning of a developmental design for the field: These are functions that must be performed at the national level if they are to be performed at all. They would be harmonious with the functions of other organizations in the field. They would be differentiated from and articulated with the functions identified for the local and state levels of the national organization.

4. Modest Objectives, Short Steps

The fourth part of the prescription is that any attempt to organize continuing education nationally must start toward modest objectives and proceed by short essential steps.

The field of continuing education now has certain obvious needs that are not being met. If leaders in the various organizations undertook to fulfill some of those needs pragmatically, perhaps the cooperative projects would come together into an organization of sorts, perhaps not, perhaps it wouldn't matter. The advice of one of the observers quoted early in this chapter is relevant: "Keep your eye on the goals, which are not organizations, but action objectives to be reached by the use of adult education. . . Any organizational arrangements will be temporary. The vitality of an idea and the competence of the people--these are more important than organizational arrangements." In the spirit of that advice, in the next chapter recommendations are made of steps that would improve the field and strengthen the movement of continuing education.

VI RECOMMENDATIONS

The intent of this chapter is to recommend some steps that could be taken now to improve the field and strengthen the movement of continuing education. Starting with the present state and stage, it suggests some activities that cut across associational lines, that would be worth doing in their own right, that if successful would lead to other activities, and that would leave open the question of whether a new national organization should, or could, be founded.

We start with what now is--the Committee of Adult Education Organizations (CAEO), which arranged the Galaxy Conference and will continue when the conference is over. The Adult Education Association and the Council of National Organizations are members of the CAEO, so there is no prejudgment concerning decisions that their officers may make about their future courses.

The following recommendations are addressed to the CAEO because it is the only national focus of leaders and organizations primarily concerned with continuing education. Each of the recommendations is intended to fill the prescription given in the previous chapter: (1) to be extensions of the goals and objectives of the member organizations; (2) to be harmonious, not competitive, with the structures and functions of those organizations; (3) to enable the member individuals and groups to do better what they are now doing, to do some things that they can do only in cooperation, and to favor the evolution of new visions and capabilities. Some of the recommendations are appropriate for one combination of associations or their parts, other recommendations are appropriate for other combinations. Only the large objectives of these activities will be sketched. In some cases, illustrative projects will be suggested for the sake of being specific. If the illustrative projects are judged not to be the best, or to be not good at all, they should be passed over in favor of better ones. The important result would be that the associations in the field start various projects together, not for the sake of being together, even less for the sake of building an organization, but for the sake of undertaking certain tasks that need to be done and that can be done only in cooperation.

1. Recommended: that the several associations with organized units in the field of community service work out a kind of grid system geared to function for at least the next five years. Its purpose would be to facilitate their planning, separately and cooperatively, on means of using their resources for the maximum benefit to communities.[1]

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[1] See William G. Shannon, "National Organizational Patterns for Community Services," Forum Vol. 1, No.3 (Washington, D.C.:American Association of Junior Colleges, March, 1969).

2. Recommended: that the National Association of Public School Adult Educators, the Division of Adult Education of the NEA, the American Association of Junior Colleges, the National University Extension Association, the Association of University Evening Colleges and the American Vocational Association establish a task force to study ways by which the converging interests of general and vocational adult education can be harmonized. Modest intermediate objectives will need sharp definition, but the goals are clear: to bridge vocational education and general education, and to bridge schooling and work. The bridges may be easier to start from the side of adult life, where institutional forms are more flexible.[1]

3. Recommended: that the associations of continuing education organized around educational institutions and the American Society for Training and Development appoint a task force to map out their common and contiguous ground. The first simple step would be better understanding and more information. A second step might lead into some aspect of the "new careers" movement that is rapidly permeating most fields of human service and that must overcome many barriers of traditional practices if it is to realize its enormous potential.[2]

4. Recommended: that the associations of continuing education organized around educational institutions open formal relationships with the new AFL-CIO Labor Studies Center. Homework would include study of "Effective Cooperation Between Universities and Unions in Labor Education," a statement developed by a group of union-university labor educators at a joint meeting of the AFL-CIO Education Division and the University Labor Education Association, Rutgers University, April 30, 1962.[3]

5. Recommended: that the CAEO institute formal relationships

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[1] See "Implications: Vocational Amendments of 1968," American Vocational Journal (April,1969).

[2] Since the passage of the new careers amendment to the OEO Act of 1966, every major piece of social legislation has contained some aspect of the new careers program. In HEW alone, programs of this type number eighty. Many ideas of the design are incorporated in both public and private manpower programs. At least four states (California, Massachusetts, Minnesota and New York) have made changes in civil service or state certification. At least two states (Massachusetts and Washington) have initiated new systems for certifying teachers. California has begun a state-wide Careers Opportunity Program. See Alan Gartner, Do Paraprofessionals Improve Human Service: A First Critical Appraisal of the Data (New York University: New Careers Development Center, June,1969).

[3] Rogin and Rachlin, op. cit. pp. 273-75.

with the Corporation for Public Broadcasting and the National Association of Educational Broadcasters to explore possible cooperative projects at all levels in at least two areas: public affairs education and the development of the systematic use of technology for education. Many pieces could be put together to open a new chapter in public affairs education, with both public and private support, combining the talents and resources of continuing education and public broadcasting at all levels. Moreover, the time seems right for the "systems" approach to the use of technology in continuing education.[1]

6. Recommended: that the CAEO establish a task force to explore with appropriate federal government agencies, including the Bureau of the Budget, ways to improve at the state and local levels the "delivery" system of programs of continuing education and other programs with significant continuing education components. Such an introductory probe might lead to the establishment of "core" state and local services for all continuing education activities.

7. Recommended: that the CAEO establish a task force to explore ways by which to relate more closely (a) the assocations' several information centers and clearinghouses, (b) the ERIC system, including the branches that are being established throughout the country, and (c) the Regional Educational Laboratories. The potentials for the dissemination and use of the ERICs and Labs have barely been tapped.[2] The new policy of the U.S. Office of

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[1] Vernon Bronson, James Fellows and others in R and D at NAEB have developed in some detail a concept for schools that seems capable of being broadened for continuing education. Similarly, detailed plans have been well worked out by the Colorado Commission on Educational Telecommunications, chaired by Robert de Kieffer, Director of the Bureau of Audio-Visual Instruction, University of Colorado, Boulder. Much good analysis and some preliminary planning were done by the Foreign Policy Association's Task Force on Innovation in Public Affairs Education that operated in 1967 but has been stalled by lack of funds.

[2] See "The Chicano Is Coming Out of Tortilla Flats. . .One Way or the Other!" Proceedings of the Conference on Adult Basic Education, Sponsored by the Southwestern Cooperative Educational Laboratory, Inc., Albuquerque, New Mexico, July 29-30, 1968. An ABE Steering Committee to assist SWCEL on questions concerning adult basic education was formed. "Participants recognized SWCEL as ideally and advantageously located in a multi-cultural region enabling it to readily function as a system manager and coordinator of ABE projects in consortium with other agencies and institutions. Additionally, the conference demonstrated that SWCEL has the potential to serve as an active and viable ABE Clearinghouse to gather and disseminate such information

Education is to promote the dissemination of information about better methods and practices.[1]

8. Recommended: that the CAEO establish a committee that might be called "Reconnaissance for Targets of Opportunity" to spot developments toward large public objectives where continuing education must play a central role and to suggest to the several associations strategies for exploiting such opportunities. Two such targets were mentioned in the previous chapter--the science of human growth that is in the making, and concern over the consequences of applied science. Other obvious targets of opportunity are the educational activities gathering momentum in the areas of population control and environmental quality control.

9. Recommended: that the CAEO establish an informal proselytizing service to influence the various "think tanks" to consider the extension of their results. First on the list should be the Urban Institute. These centers carry out one step in an incompleted evolution: they are organizing knowledge to bear on the solution of social problems. The various policy research centers (including the two Educational Policy Research Centers, at Stanford Research Institute and Syracuse University Research Corporation), take another step: they relate organized knowledge to decision-making. The uncompleted stage is the systematic, skilled dissemination of organized knowledge to the people in ways that they can use in their decision-making. This function is the heart of the task of the evolving system of urban extensions in the United States. "Think tanks" could have somewhat the same relationship to urban extension as the agricultural experiment stations have to agricultural extension.

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concerning adult basic education as pupil characteristics, agencies, consultants and foundations working in the field; research, instructional materials available, teacher training and proposals submitted and funded. The material generated would be compatible with the ERIC Center at New Mexico State for ultimate transfer to that Center." (Last two of unnumbered pages.)

[1] "Special efforts will be made to encourage more effective linkages within the educational system among the processes of research, development, evaluation, demonstration, and dissemination as a means of accelerating the widespread application of improved methods and practices."--U. S. Commissioner of Education James E. Allen, Jr., announcing some organizational changes in the Office of Education, August 22, 1969.

10. Recommended: that the CAEO and its member associations promote several public policies that would advance the continuing education movement. Five suggestions follow:

a. To strengthen and broaden the posts of adult education directors in state departments of education. A series of meetings following the national meeting of these directors in Florida in April 1970 could pattern itself after the two Institutes in General Adult Education that NAPSAE sponsored in 1958 and 1959, with assistance from the Fund for Adult Education.

b. To strengthen and broaden concern for continuing education in the U. S. Office of Education. It would be presumptuous to suggest another reorganization for that complex and much reorganized agency, but it is in order that the member associations of CAEO press for a high position within the Office where the interests of continuing education are represented in its own right --not as a bundle of legislative programs or as an arrangement according to educational institutions.

c. To elevate and strengthen the Federal Interagency Committee on Education (FICE).

d. To elevate, staff and strengthen the National Advisory Committee on Adult Basic Education. The first two annual reports of that committee (August,1968 and June,1969) reveal a clarity of vision and a firmness of grasp of the opportunity that exists to make adult basic education general continuing education through the high school level.

e. To elevate, staff and strengthen the National Advisory Council on Extension and Continuing Education. Congress has not given the Council the staff even to do the job it has been assigned. Beyond its present role, however, the council could evolve into a kind of Institute for Urban Extension. If the Secretary of HEW were its chairman and it were able to draw on the staffs of other agencies, the remade council could really do its job: It could administer Title I and other related extension programs; develop guidelines for all federal agencies in continuing education; develop techniques of joint funding and coordinated review of projects, and give technical assistance to states and communities. An Institute for Urban Extension, chaired by the Secretary of HEW, working with the Urban Institute, could provide the main structure for the urban extension system that the nation needs.

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None of these ten recommendations requires a large step at the beginning. All could open up to farther objectives. Beyond their possibilities, one might dimly see the outline of a grand design to bring coherent knowledge to bear upon the nation's interlocking problems. Then it would not be fanciful to think in terms of a quasi-public continuing education foundation, similar to the National Science Foundation. Then it would not be too fanciful, even, to think of its board including five or six Cabinet officers whose departments conduct most of the continuing education programs, plus five or six private persons of comparable rank. If the American people are to apply organized knowledge to their problems on Earth, as knowledge was organized to visit the moon, such arrangements will someday have to be commonplace.

But for continuing educators at the close of the 1960s and the opening of the 1970s, the task is not to make such a large leap. It is to take such short steps as have been traced in these recommendations.

No recommendation is made concerning what, in Chapter V, was described as the foremost function to be performed by a national continuing education organization: "to help provide continuing educators with a sense of high common purpose and a vision of shared objectives." The reason for the omission is that, not statements, but the beginning of a process of cooperative self-examination is the first step. If such an examination is begun, two books may prove helpful. One is the "1919 Report" by the Adult Education Committee of the British Ministry of Reconstruction.[1] The other is Toward a Social Report.[2]

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[1] See Design for Democracy, An abridgment of a report by the Adult Education Committee of the British Ministry of Reconstruction commonly called the 1919 Report, with an introduction by R.D. Waller (New York: Association Press, 1956).

[2] Toward a Social Report (Washington, D.C.: U.S. Department of Health, Education, and Welfare, 1969).

VII. CONCLUSIONS: TOWARD A CUMULATIVE IMPACT

1. A new spirit of problem-solving and innovation is more significant than new arrangements and patterns.

Many new institutional arrangements and organizational patterns have emerged, and more are emerging, in continuing education in the United States. There are so many, indeed, and they come so fast that they fully justify Robert Wood's statement:

> ...the spirit of innovation and problem-solving is now clearly a national characteristic. The drive, the vigor, and enthusiasm that have been generated by past accomplishments create an atmosphere which encourages the seeking of new challenges. The unsatisfactory condition of our cities and towns is one such challenge.[1]

The "spirit of innovation and problem-solving" is as impatient with new arrangements and patterns as with old. Therefore, we should not let our attention get snagged on institutional forms and organizational patterns which may soon be abandoned or altered. Rather, we should attend to the national intent to control the forces that are changing our lives.

One such force is the continuing democratic revolution, the main current of American history, that is now reaching its logical conclusion: the translation into reality for all the people of what in the past has been only an ideal for some. The translation into reality "now!" is compelled by both the demands of the deprived and the conscience of the nation, and neither compulsion can be denied. Another force changing our lives comes as a consequence of laissez-faire technology. The American people are discovering that technology --the application of organized knowledge for practical purposes--is the chief determinant of their future and are deciding that they must control it.

However, the American people do not know how to fulfill the democratic revolution or how to control technology for good purposes. Reaching these objectives requires new public and private policies, new social relationships, new institutions and procedures. Reaching these objectives requires new learning by the entire society--the powerful no less than the powerless, the expert no less than the layman. Hence, continuing education, under many names, or under no name, has a new role in our society. Hence the emphasis in continuing education has changed from "affluence" to "poverty," from individual activities to group activities, and from "subject-matter" to problem-solving. The problems that need to be solved are shared problems--large scale and long-term. They require sustained attention to larger wholes and longer periods of time than the American people have been wont to give.

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[1] Quoted by Carroll, op. cit., p. 907.

2. Continuing education has moved farther into the informal processes of American society than it has moved into the formal structures of American institutions.

In adult activities, the premises of traditional American thinking about education are abandoned. Education is being recognized as a task for the whole community, as an implementing function throughout life, and as a "give-and-take" relationship among people of all ages. Many instances have been presented in this report of non-educational institutions that use continuing education as a primary means to their ends--in activities of churches, unions, businesses, voluntary organizations and government agencies. However, these instances are still exceptions. A trend toward making continuing education a central purpose has been noted in some educational institutions. The trend, though clearly marked, is not far advanced. The expanding practice of continuing education has not yet brought about major adjustments in the structures and operations of most institutions and organizations. Lags in the adaptation of forms to new ideas are familiar, of course. We should remember that even seven priests blowing seven horns were not able to bring down the flint walls of Jericho until the seventh day.

3. Continuing education needs a strategy for achieving a cumulative impact.

If education were really, not just rhetorically, considered as a life-long process, education of the young could concentrate on the motives and skills of learning; professional schools could concentrate on basic principles and relationships; vocational schools could aim at preparing people for careers in which both the content and the skills would be expected to change; licenses and certifications could be granted for limited periods, renewable upon periodic "reaffirmation of competence"; unions could enable members to move from one skill to another without losing seniority; businesses could plan on the systematic teaching of new human skills just as they now plan on the systematic substitution of new machines.

Movements toward all these and similar objectives are under way in the United States but they are being made in isolated jumps and starts, forced by responses to separated needs, and not guided by the unifying and simplifying concept of education as a life-long process.

As a practice, continuing education is spreading. As a movement, it is quickening. As an idea it is catching on. It is an idea whose time has come--almost, but not quite. It lacks a strategy for achieving a cumulative impact.

One part of the strategy would be to create, here and there in favorable circumstances, demonstration areas of what continuing education can do when all the institutions and organizations work together, when their activities support, supplement and cross-fertilize one another, cultivating communities imbued with learning. "Learning is a culture, an ecology," said one observer. "Continuing education has a lot of apples. Now it needs some orchards," said another.

A second part of the strategy would be propaganda.

A third part of the strategy would be political. The time of an idea has come "when public sentiment and political conditions meet to form opportunity."[1] At the present moment several developments in continuing education hold strong popular appeal. One is early childhood education, if this is properly presented as part of continuing education. A second is the new stress on vocational education for the four-fifths of our young people who do not finish college. A third is adult basic education. A fourth is the burgeoning community college movement, which touches the deep-rooted desire of the American people for a better economic future.

If strong alliances are made between continuing educators in the whole field, it may well be that public sentiment and political conditions can meet to form opportunity. Then the time of the idea of continuing education will have come.

* * * *

The landing on the moon, demonstrating what organized knowledge managed on a large scale can do in space, has aroused expectations that organized knowledge will be brought to bear on problems at home. The Cooperative Extension Service demonstrated that a coherent educational design--at once national and local--could transform rural America. Neither the moon project nor the rural experience shows us how organized knowledge can transform urban America, but, together, they give hope that it might be done.

The next step lies, not in a concrete plan, but in the emergence of a group of people with the courage and energy to give leadership to the continuing education movement in the United States.

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[1] Tom Wicker, "In the Nation: When the Moment Comes," New York Times, July 10, 1969.

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NEW INSTITUTIONAL ARRANGEMENTS AND ORGANIZATIONAL PATTERNS FOR CONTINUING EDUCATION: Appendix

APPENDIX

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U.S.DEPARTMENT OF HEALTH,EDUCATION,AND WELFARE
Office of Education
Bureau of Research

APPENDIX: COMMUNITY SURVEY OF ADULT EDUCATION ACTIVITIES

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Introduction

This survey of adult education activities began with the criterion that the sum total of all adult education activities in a given community should constitute a "comprehensive" whole. The concept of comprehensiveness provides a map or checklist so that strengths and weaknesses, overlappings, and gaps can be identified. The elements in defining comprehensiveness are:

The person, in all roles, aspects, needs and wants.

The community, in whole and constituent parts.

Implementation-methods, materials, tools.

Availability-information, counselling and guidance, and tutoring.

Time-life-long learning for the person and adaptable opportunities for the community.

The entire study of institutional arrangements and organizational patterns was conducted with the ideal of comprehensiveness in mind. A detailed survey of adult education activities in the Syracuse, New York area was launched to provide an empirical base for the examination of factors that influence comprehensiveness at the community level. It was thought that this survey, with some duplication in another city (in this case Utica, New York), could test the feasibility of assessing the comprehensiveness of programs, as well as provide data for statistically identifying key items to collect from other communities. If data could be efficiently collected from several urban communities a comparison of comprehensiveness could be made.

Respondents in Syracuse were not able to provide enough data to permit statistical identification of key items. The data they did provide made clear that empirical data based on traditional definitions and categories are not significant for continuing education in the present and are likely to be less significant for the future. Therefore a judgmental list of items was made from the definition of comprehensiveness and from the relevant data received. Data on those items were collected from all urban areas in New York State with central cities of 50,000 to 400,000 population. The data from Syracuse provided a basis for making some judgments of the assessment of comprehensiveness. Therefore, that phase of the study is reported here in greater detail than the data from the nine urban areas.

Procedures

The concept of comprehensiveness was defined in the proposal for this study. That definition was refined into seven dimensions, and for each of these data identified that could be used as evidence of comprehensiveness. These dimensions and the types of data identified are stated below.

1. Conceptual--planning and thinking about the whole student and the total educational spectrum. It embodies a concept of education which at every level facilitates life-long learning and learning to learn.

a. The degree to which program objectives consider the total learner and the total range of societal needs.

b. The degree to which various agencies and institutions, either independently or cooperatively, attempt to meet all needs and interests of given audiences.

c. The ratio of credit to non-credit and of terminal to continual programs.

d. The incidence of sequential offerings not necessarily prescribed for a terminal degree.

e. The percentage of the total adult population participating in some form of educational activity.

2. Socio-Economic--programs that provide relevant and accessible adult education activities for the poor and under-privileged as well as for the middle classes, which involves the poorly educated as well as the college graduate and women as well as men, and which is attuned to the needs of the young adult as well as the aged.

   a. The range of participation and/or identified target audiences comparable to census data for age, education level, sex, occupation, and place of residence.

   b. The variety of locations and the accessibility of programs offered.

3. Organizational--integrated and related programs of adult education that utilize the resources of public and private institutions; elementary, secondary and higher education institutions; proprietary as well as non-profit institutions; and voluntary organizations, associations, corporations and non-educational institutions as well.

   a. The number and range of institutions, agencies, and organizations existing that carry out continuing education programs.

   b. The ratio of the number of programs in industry and government agencies to the number in educational institutions.

   c. The number of existing activities and programs planned cooperatively between two or more institutions, agencies and organizations.

4. Programmatic--efforts and activities designed to meet the personal, social, and civic interests and needs in and of the community as well as those of a professional-vocational nature.

   a. The spread of programs over the following areas:[1]

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[1] These program categories as well as most other definitions used in the study are slightly adapted from John W. C. Johnstone and Ramon J. Rivera, Volunteers for Learning (Chicago: Aldine Publishing Co., 1965).

Academic
Adult Basic Education
Vocational-White Collar
Vocational-Blue Collar
Hobbies and Recreation
Home and Family Life
Personal Development
Religion
Public Affairs

b. The ratio of occupational and adult basic education activities to the total of educational activities.

5. Implementation--all kinds of methods, materials, and technologies, whether they are now used for adult education or are just being developed, must be considered and utilized in working toward varied curricula and programs.

    a. The range of methods or format, such as: courses, lecture series, study-discussion groups, independent study sequences, work-study, on-the-job training, conferences and workshops, "one-shot" programs and tours.

    b. The use of educational TV and other mass media in combination with other methods.

    c. The experimentation with and use of new technology.

6. Community--all adults must have direct access to complete and current information and to constructive counselling and tutorial services, which will make available to them all of the programs and facilities for independent or group study that now exist or that can be brought into the community.

    a. The location of programs in a variety of areas in the community.

    b. The availability of counselling and tutorial services to all adults in a range of program areas.

    c. The organization and dissemination procedures for information gathering and referral regarding a range of adult education programs.

7. Time--programs have been and are adapting to the changing needs, size and composition of the community and its population, and means are devised for anticipating and keeping abreast of relevant new developments.

    a. Major changes in 1967-68 programs as compared with five years earlier.

    b. Desired changes in the next five years, plans for bringing them about, and problems foreseen in doing so.

In addition to the data identified as evidence of comprehensiveness, several items were identified as possible factors, or independent variables, that might relate either positively or negatively to comprehensiveness should the programs in several communities be compared. These items are listed below.

1. Program Leadership

    a. The percentage of adult education administrators and programmers holding membership in professional adult education organizations.

    b. The percentage of adult education administrators and programmers with formal training in adult education.

    c. The nature of recruitment, training and evaluation activities for teachers of adults.

2. Program Planning and Development

    a. The nature of the program planning process.

    b. The surveying of educational needs.

    c. The use of advisory committees or groups.

    d. The evaluation of adult education programs.

3. Institutional Organization and Relationships

    a. The existence or lack thereof of a dominant adult education institution.

    b. The relationship of adult education units to sponsoring or parent institutions.

    c. The patterns of interaction between program planners and administrators from different organizations.

    d. Program planners' perceptions of the attitudes of public and educational officials toward adult education.

    e. The ratio of adult participants to youth enrollees in the programs of educational institutions.

    f. The availability of facilities designed and/or primarily used for adult education programs.

4. Funding Arrangements

    a. The total expenditure on adult education programs per thousand adults in the population.

    b. The percentage of total educational budgets going to adult education.

c. The percentage of adult education expenditures coming from local, from state, and from federal public funds.

d. The percentage of funds coming from student fees.

5. Publicity and Information Systems

a. The types of public information and communication systems regarding availability of programs.

b. The existence of special adult education week activities or other cooperative promotional efforts.

Working largely from the types of organizations contacted by Johnstone and Rivera in their survey, listings of organizations, agencies and institutions in the Syracuse urbanized area were sought from the Chamber of Commerce, Volunteer Center, Community Chest, Manufacturers Association, Council of Churches, Roman Catholic Diocese, Government Directories, the New York State Department of Labor, the New York State Department of Education, and the telephone directory. With all duplications eliminated, a total of 2688 different institutions, agencies and organizations were identified. This listing included all commercial businesses and industries with 25 or more employees. After attempts were made to contact all on the list it was found that 145 were either out of existence, addresses were incorrect, or for some other reason could not be contacted, leaving a potential of 2543 from which to obtain information.

An interview procedure was developed to collect data from all secondary and higher education institutions, museums, mass media, community centers, government agencies thought to have education as a central purpose, and all other organizations thought to have a coordinating function. A total of 99 different organizations were selected in this manner. An additional 128 organizations were randomly selected to be interviewed from the remaining 2444 (approximately 5% from each of the various lists) and the other 2316 were sent a brief mail questionnaire. The interview schedule and its letter of introduction constitute Attachment #1 of this Appendix. The mail questionnaire, its cover letter and follow-up letter constitute Attachment #2.

Upon receipt of the responses from both the interviews and mail questionnaires the organizations were each classified as one of 44 types and in turn were grouped into eight broad types. A detailed listing of these types and groups, and the numbers of each contacted is given in Attachment #3.

Of the 227 interviews attempted, 205 (90.6%) were completed at least in part. Of the 2316 mail questionnaires sent, 687 (29.7%) were returned. A listing of the numbers of organizations and returns, along with the numbers having adult education activities in 1967-68, is provided in Table 1.

The detailed survey of activities planned for the Utica urbanized area was not carried out. By the time it was ready to be launched enough data had been collected from the Syracuse survey to cast doubts on the feasibility of statistically generalizing to other communities and the decision was made not to collect additional data of the same type.

TABLE 1: NUMBERS OF ORGANIZATIONS CONTACTED, NUMBERS RESPONDING, AND NUMBERS WITH ADULT EDUCATION ACTIVITIES IN 1967-68; BY TYPE OF DATA COLLECTION PROCEDURE USED.

Type of Institution	No. Contacted	No. Responding	No. W/AE
Selected Interview			
1. Secondary and Higher Education	21	20	16
2. Proprietary and Training	0	0	0
3. Educational and Cultural	18	17	15
4. Government	26	21	14
5. Business and Industry	4	3	0
6. Religious Institutions	2	2	1
7. Health and Welfare	6	5	5
8. Voluntary Organizations	22	19	16[1]
sub-total	99	87	67
Random Interview			
1. Secondary and Higher Education	0	0	0
2. Proprietary and Training	7	7	5
3. Educational and Cultural	3	3	2
4. Government	10	8	6
5. Business and Industry	21	19	7
6. Religious Institutions	14	13	11
7. Health and Welfare	4	4	3
8. Voluntary Organizations	69	64	33[2]
sub-total	128	118	67
Mail Questionnaire			
1. Secondary and Higher Education	0	0	0
2. Proprietary and Training	88	20	11[3]
3. Educational and Cultural	17	11	4
4. Government	88	41	14
5. Business and Industry	379	113	35[4]
6. Religious Institutions	224	65	49[5]
7. Health and Welfare	50	31	17
8. Voluntary Organizations	1470	406	126
sub-total	2316	687	256
TOTAL	2543	892	390

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[1] Data collected from 1 of these was too incomplete for tabulation.
[2] Data collected from 1 of these was too incomplete for tabulation.
[3] Data collected from 1 of these was too incomplete for tabulation.
[4] Data collected from 4 of these was too incomplete for tabulation.
[5] Data collected from 2 of these was too incomplete for tabulation.

When it became apparent that the Syracuse data would not provide statistical verification of key items, several types of data were hypothesized as being important based on the concept of comprehensiveness, and obtainable from central statistical sources by one person spending two days in each city. Data regarding adult education in public schools, business, and other institutions and organizations in general were collected through personnel of the New York State Department of Education. Data from Cooperative Extension and units of the State University of New York system were collected from their state offices. Data from private institutions of higher education were collected from the National Center for Educational Statistics, and six different professional adult education associations were asked to provide their numbers of members in each of the communities being studied. Attachment #4 consists of the forms used in the data collection from these cities and urbanized areas.

Originally, thirteen cities of 50 to 400 thousand population had been identified. Data was collected from twelve of these and the urbanized areas identified with them. Data was not collected from Binghamton after initial contacts determined that activities and programming in that city were typical of those in some of the other twelve communities, and thus a review of them would not provide additional insights.

The twelve communities were grouped into nine different areas because of the overlapping of some of their urbanized areas and the programs serving them. The nine areas are:

The Tri-City Urbanized Area (including the cities
of Albany, Schenectady and Troy)
Mount Vernon
New Rochelle
Niagara Falls Urbanized Area
Rochester Urbanized Area
Rome-Utica Urbanized Area
Syracuse Urbanized Area
White Plains Urbanized Area
Yonkers

Syracuse was included in this portion of the study so data would be available for a comparison of programs in the nine areas, for some cross validation of data with the detailed survey in Syracuse (if desired), and possibly to provide a basis for generalizing data from the detailed survey to the other nine areas.

It has already been pointed out that the data collected in the Syracuse survey was not complete or factual enough to make statistical generalizations feasible. These inadequacies stem largely from the lack of data available from institutions and organizations themselves, and in a smaller part to inadequacies of the survey procedure. The data reported in the following section of this appendix is, therefore, provided primarily as evidence of the feasibility of assessing the comprehensiveness of adult education programs in a given community.

Data on Comprehensiveness

The reader must keep in mind when reviewing this data that the concept of comprehensiveness is an ideal. There is no standard of comprehensiveness with which this data can be compared. And at this point there is no similar data from other communities for use in cross-comparisons. Interpretive comments accompanying the data are, therefore, based on standards in the minds of the author.

The data reported in this section will follow chronologically the seven dimensions of comprehensiveness listed in the previous section.

1. Conceptual

a. Of the 132 organizations interviewed who reported adult education activities, 93 stated educational objectives. The objectives were later categorized according to individual and social needs. Table 2 is a listing of the numbers of organizations reporting objectives in these various categories. These numbers are also projected from the 205 organizations interviewed to the total 2543 organizations contacted on the basis of the number of randomly interviewed respondents of each organization type.

The projected totals in Table 2 indicate that the organizations in Syracuse are predominately occupied with meeting individual educational needs. Only three organizations (all educational institutions) identify objectives for the total learner. In terms of objectives related to social needs, such needs as urban problems, community self-determination, racial relations and poverty are almost ignored, and population explosion, crime and violence were not mentioned at all.

A statement of objectives by a program director implies a consciously held educational purpose. But neither a statement nor lack thereof tells us whether any educational activity took place.

b. One hundred and six of the organizations interviewed identified at least one target audience for their adult education activities. These target audience were later categorized and are listed in Table 3 as projected to all organizations contacted.

Upon analysis, the categorization of target audiences is inadequate to determine how thoroughly organizations are attempting to reach all possible audiences. With more than one-fourth of the identified target audiences being "own members or personnel" we have no basis for knowing who those audiences are, except that the organization identifying them are not reaching out to serve the general public. Also, because a respondent characterized a target audience in a given way, such as by place of residence, does not mean that if asked specifically he might not also characterize the audience in other ways, such as by occupation or age. In spite of these limitations, it is interesting to note the little specific mention given to adults age 45-64 who make up approximately one-fourth of the participants, or to such groups as the undereducated.

A total of 1948 different educational activities were reported by interviewees. Of these, 714 were offered for credit toward degrees and another 113 toward some type of a terminal certificate, such as a C.P.A. or C.L.U. The ratio of credit to non-credit activities is 1:1.7 and of credit or certificate to non-terminal is 1:1.4. The significance of these ratios is that at least as many activities are available to those not seeking degrees or certificates as to those who are. Theoretically, such activities have fewer requirements attached to them and are more adaptable as objectives

TABLE 2: NUMBER OF ORGANIZATIONS REPORTING EDUCATIONAL OBJECTIVES; BY TYPES OF INDIVIDUAL AND SOCIAL NEEDS

Type of Need	No. Reporting	Projected No. of Organizations With Objective
Individual Needs		
Education for Occupational, Vocational or Professional Competence	42	337
Education for Personal and Family Competence	30	270
Education for Social or Civic Competence	23	249
Education for Self Realization	13	128
Education of the Total Learner: Continuous Learning	3	3
Other Individual Needs	14	93
Social Needs		
Urban Problems	2	2
Community Self-Determination	1	1
Racial, Nationality Relations	2	2
Knowledge Explosion	1	1
International Issues; World Peace	2	48
Health	4	25
Poverty	1	1
Government Decision Making	7	77
Safety	2	36
Pollution	1	24
Other Social Needs	15	49

TABLE 3: PROJECTED NUMBERS OF ORGANIZATIONS BY TYPE OF GENERAL TARGET AUDIENCE

Target Audience	Projected No. of Organizations
Under Age 25	50
Age 25-44	70
Age 45-64	1
Age 65 and over	65
Men	14
Women	167
Young Men with Technical Ability	14
Young Women	14
Couples	19
Those with 8 Years or Less Formal Education	1
Those with Some College Education	26
Professional-Technical Workers	38
Operatives & Semi-Skilled Workers	2
Unemployed	21
Retired People	13
Housewives	28
Potential Supervisors	18
Small Businessmen	1
Business and Industry Management	28
Leaders of Institutions	1
Residents of[1] Syracuse Planning Unit #3	18
Syracuse Planning Unit #5	18
Syracuse Planning Unit #6	25
Syracuse Planning Unit #19	1
Syracuse Planning Unit #28	24
Syracuse Planning Unit #31	24
DeWitt and Manlius Towns	15
Clay, Cicero, Salina Towns	37
Suburbanites in General	3
Residents of Inner City	4
Low Income	25
Upper Income	1
Womens Groups	1
Special Interest Groups	65
Community Leaders	5
Labor Union Members	3
Protestant Educators and Leaders	1
Ecumenical Groups	1
Mothers or Parents	121
Non-English Speaking	1
Those with Leisure	1
Handicapped	1
Own Members or Personnel	439
Anyone	35
Miscellaneous Others	48
TOTAL	1509

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[1] See Attachment #5 for maps of Syracuse Planning Units and surrounding towns.

or audiences are redefined.

d. Of the 1121 non-credit or certificate activities reported by interviewees, 241 were reported to be part of a sequence of activities. A fair percentage, then (21.5%), of the "non-terminal" activities are designed as part of a continuing educational experience, one building on the other.

e. A total of 278,013 adults lived in the Syracuse Urbanized Area in 1960 according to the U. S. Census. During the 1967-68 program year the projected total participating in adult education activities, from all interview and mail responses was 392,774. Of course, many individuals likely participated in a number of activities during that year and many others likely did not participate in any. The fact remains, however, that the projected participation was 1.4 for each adult living in the area. This figure seems high, but the definition of adult education activities was broad, and a broader range of organizations was contacted than is typical of adult education surveys. Thus, any comparative evaluation of this participation figure would have to be based on surveys in other communities, using the same definitions and contacting the same types of organizations.

2. Socio-Economic

a. The demographic characteristics of participants reported by interviewees and mail respondents is compared with those of all adults in the Syracuse area in Table 4. Few respondents were able to provide actual counts of participants according to the various demographic characteristics--many provided estimates, and many others did not answer the question at all. Given this serious limitation in the data, the information in Table 4 may still indicate that compared to population there are more younger adult participants, fewer age 65 and over, fewer who are undereducated, more who are well educated, more who are employed in professional-technical and clerical-crafts occupation, and less who are semi-skilled, unskilled or unemployed.

b. The locations of activities reported by interviewees is given in Table 5. Since many of the educational institutions, government agencies and other organizations that were not randomly selected are located in Syracuse the locations reported are undoubtedly weighted accordingly. Even with this weighting, it is clear that the locations of activities are nowhere near proportionate with population, partaicularly since planning units 15, 16 and 20 in Syracuse housed more than half of all activities reported, and seven out of the 32 planning units in the city did not house any. Also, the numbers of activities in the areas surrounding Syracuse are not proportionate with the adult population figures reported in Table 4.

3. Organizational

a. There is no doubt that a wide range of types of organizations conduct adult education activities in the Syracuse area. As indicated in Table 6, the range is from 34 percent of all voluntary organizations to 80 percent of all secondary and higher educational institutions. For all types of organizations surveyed both by interview and mail a higher percentage of interviewees than mail respondents indicated that they conducted adult education activities. This difference may have been due to the ease

TABLE 4: COMPARISON OF DEMOGRAPHIC CHARACTERISTICS BETWEEN ADULT POPULATION AND REPORTED PARTICIPANTS IN ADULT EDUCATION ACTIVITIES

Demographic Characteristic	Population Number	Population %	Reported Participation Number	Reported Participation %
Age: Age 15-24	51,418	18	12,594	26
Age 25-44	109,966	40	22,265	45
Age 45-64	78,977	28	12,330	25
Age 65 and Over	37,662	14	1,925	4
Sex: Male	133,438	48	22,910	51
Female	144,485	52	21,888	49
Education Level, Age 25 & Over:				
8th Grade or Less	70,039	31	573	2
9th - 12 Grade	111,681	49	11,428	46
1 year or More of College	45,655	21	12,897	52
Occupation: Profession, Technical, Managerial, Officials and Proprietors	36,846	-	12,592	41
Clerical, Sales, Craftsmen and Foreman	61,945	-	6,235	20
Operatives, Service Workers, Semi-skilled	41,568	-	2,809	9
Laborers and Other Unskilled	5,616	-	1,045	3
Unemployed	6,727	-	428	1
Retired			762	2
Housewife			6,258	21
Occupation Unknown			777	3
Residence: Towns of Lysander and Van Buren	11,603	4	1,608	4
Towns of Camillus and Geddes	24,572	9	3,279	8
Towns of DeWitt and Manlius	27,342	10	5,640	14
Towns of Clay, Cicero and Salina	41,468	15	4,273	11
Towns of Onondaga, Lafayette and Pompey[1]	13,879	5	782	2
City of Syracuse	159,149	57	23,155	60

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[1] The population figures reported here all include the town of Pompey, since that town is included with Lafayette in one census tract. The survey did not include Pompey, but the population percentages should not be changed much by the inclusion of that town.

TABLE 5: LOCATIONS OF ADULT EDUCATION ACTIVITIES REPORTED

Location	No. of Activities
City of Syracuse Planning Units[1]	
#1	43
#2	24
#4	4
#5	16
#6	2
#7	7
#8	3
#11	9
#13	1
#14	9
#15	621
#16	92
#17	9
#18	15
#19	31
#20	290
#21	2
#22	2
#24	1
#25	2
#26	1
#27	1
#28	1
#29	39
#31	00
[illegible]	[illegible]

Location	Activities	
	No.	%
Towns of Lysander and Van Buren	44	3
Towns of Camillus and Geddes	14	1
Towns of DeWitt and Manlius	112	7
Towns of Clay, Cicero and Salina	104	6
Towns of Onondaga and Lafayette	17	1
City of Syracuse	1234	72
Varied Locations	156	9
Other Locations Outside Urbanized Area	25	1
Total	1706	

[1] See Attachment #5 for maps of Syracuse Planning Units and surrounding towns.

of checking "no adult education activities" on the mail questionnaire and returning it as compared to recording data about activities and, hence, a higher proportion of those organizations without activities responded. It might also, however, have been due to the more careful interpretation of the definition of adult education activities that was possible in the interchange between the interviewer and interviewee as compared to that of a mail respondent reading the definition. If the later possibility is the case, then the percentages conducting activities would be higher than reported for business and industry, religious institutions and voluntary organizations where the proportion of contacts by mail was high.

TABLE 6: THE NUMBER AND PERCENTAGE OF DIFFERENT TYPES OF ORGANIZATIONS REPORTING ADULT EDUCATION ACTIVITIES IN 1967-68

Type of Institution	Number Contacted	Number Responding	Respondents with Activities No.	%
1. Secondary and Higher Education	21	20	16	80
2. Proprietary and Training	95	27	16	59
3. Educational and Cultural	38	31	21	68
4. Government	124	70	34	49
5. Business and Industry	404	135	38	28
6. Religious Institutions	240	80	59	74
7. Health and Welfare	60	40	25	63
8. Voluntary Organizations	1561	484	165	34
Total	2543	887	374	42

b. The reported and projected numbers of adult education activities and participants for secondary and higher education, government and business and industry are stated in Table 7. According to the projected figures the ratio of activities in educational institutions to activities in government is 5.2 to 1; the ratio of the numbers of participants is 9.2 to 1. Between educational institutions and business and industry the ratio for activities is 1.4 to 1 and for participants is 3.6 to 1. These ratios indicate that educational institutions are far from being exclusive providers of adult education opportunities in the Syracuse area.

TABLE 7: COMPARISON OF NUMBERS OF ADULT EDUCATION ACTIVITIES AND PARTICIPANTS IN SECONDARY AND HIGHER EDUCATION WITH THOSE IN GOVERNMENT AND IN BUSINESS AND INDUSTRY

Type of Organization	No. Reported Activities	No. Reported Participants	Projected Total Activities	Projected Total Participants
Secondary and Higher Education	1,389	70,615	1,458	74,145
Government	100	8,090	279	27,495
Business and Industry	49	965	1,034	20,362

c. A projected total of 1537 adult education activities were reported to have been cosponsored by two or more organizations in the Syracuse area in 1967-68. Hypothetically, this total should include considerable duplication since at least two organizations should have reported each cosponsored activity. Even if this duplication meant that only half of that total number of activities were cosponsored, that reduced figure would still constitute 14 percent of the 5388 projected total of all activities in the Syracuse area in 1967-68. Of the projected 1537, 119 were reported by secondary and higher education, 122 by proprietary and training, 24 by educational and cultural, 97 by government, 844 by business and industry, 2 by religious institutions, 74 by health and welfare and 255 by voluntary organizations.

4. Programmatic

a. Table 8 lists the projected numbers of adult education activities and participants in each of 10 program areas. These figures show a surprising uniformity of offerings. Only Adult Basic Education and Vocational-Blue Collar seem low and Vocational-White Collar high. The ABE participation of 6,961 seems particularly low when compared with the 70,039 adults in the areas with 8th grade or less education.

b. The ratio of Adult Basic Education activities to all others is 1 to 61. The ratio of Vocational-White Collar and Vocational-Blue Collar activities to all others is 1 to 2. While other than vocational activities may be taken for vocational reasons, the ratio of vocational to non-vocational activities still seems lower than is often assumed.

TABLE 8: PROJECTED NUMBER OF ACTIVITIES AND PARTICIPANTS
IN EACH OF TEN PROGRAM AREAS

Program Area[1]	Projected No. of Activities	Projected No. of Participants
General Education	726	30,056
Adult Basic Education	87	6,961
Vocational-White Collar	1,661	72,892
Vocational-Blue Collar	137	8,776
Arts, Hobbies and Recreation	614	55,106
Home and Family	552	40,066
Personal Development	346	54,541
Religion, Morals and Ethics	721	24,873
Current Events, Public Affairs, and Citizenship	453	43,909
Miscellaneous	91	55,594
TOTAL	5,388	392,774

[1] See Attachment #1 for definitions and examples

5. Implementation

a. The data in Table 9 consist of the projected numbers of activities of different types. From these figures one sees a heavy reliance on courses and "one-time" individual programs. Of the 1725 courses 1091 were conducted by secondary and higher education institutions; many were non-credit. Of the 1871 individual programs 1634 were conducted by voluntary organizations--evidently reflecting the short-term nature of their educational interests.

b. The entire Syracuse area is served by one public television channel that offers more than 60 courses to elementary and secondary schools and to the general public. It also develops local programs, but no regular weekly pattern is discernable from their reports. A total of 82 different combinations of activities is reported in Table 9, but there is no way of telling how many of these used educational television as one method. Educational television would be only a small portion of the 171 projected total for TV and Mass Media activities shown in Table 9.

TABLE 9: PROJECTED NUMBERS OF ACTIVITIES, BY TYPE OF ACTIVITY

Type of Activity[1]	Projected Number
Courses	1,725
Lecture Series	79
Discussion Groups	386
Independent Study Sequences	69
Work Study Programs	83
On-the-Job Training	112
Study Groups or Clubs	357
Conference or Workshops	201
Individual Programs	1,871
Educational TV or Mass Media	171
Tutoring-Advising	118
Tours	26
Combinations	82
TOTAL	5,280

[1] See Attachment #1 for definitions

c. Of 134 interviewees indicating that they conducted adult education programs, only seven indicated any use of the "new technology." One of these used computer-assisted instruction, two used closed curcuit TV, one used an unidentified other type of technology, one used two of the above types, and two used three or more of the above types. Of the seven organizations only two were secondary and higher education institutions.

6. Community

a. The data given previously in Table 5 indicate that some adult education activities are located in all but seven of the planning units in Syracuse and in all of the surrounding towns surveyed. The planning units without activities are all located near the city limits where the general socio-economic characterics of the population would imply that most families have private transportation. With the majority of the activities in the areas near the center of Syracuse, however, it is obvious that most activities are not located in the neighborhoods of the particular participants.

b. A projected total of 105 different organizations provided educational counseling services for adults in the Syracuse area during 1967-68. The data in Table 10 indicate that 60 of these organizations, mostly religious institutions, businesses and voluntary organizations, counsel only their own members, students or personnel. It is particularly important to note the samll number of counselling activities specifically conducted for the low income and the undereducated.

The projected locations of counselling activities, from those reporting that statistic, are also given in Table 10. A large majority of the counselling activities are located in the same areas as are the majority of educational activities. That fact certainly indicates that convenient neighborhood counselling services are almost non-existant.

Eighty-nine percent of those reporting counselling activities also reported the numbers of adults counselled--a projected total of 6,568. Sixty-eight percent reported the numbers they could potentially counsel given their existing resources. The projected potential total is 16, 189. It is interesting to note that only a small percentage of the total projected participants in adult education are counselled, but yet those providing counselling indicate that they could counsel many more than they do.

TABLE 10: AVAILABILITY OF EDUCATIONAL COUNSELLING TO SPECIFIED GROUPS OF ADULTS AND LOCATIONS OF COUNSELLING SERVICES

Groups Eligible for Counselling	Projected Number	Locations of Counselling	Projected Number
Own Members, Students or Personnel	60	Syracuse Planning Units[1] # 14	1
Anybody	19	# 15	19
Low Income	7	# 16	1
Handicapped	7	# 17	19
Undereducated	1	# 19	1
Occupational or Interest Groups	19	# 20	24
Other	1	Towns of DeWitt and Manlius	3
TOTAL	105	Towns of Clay, Cicero, and Salina	1
		Towns of Onondata and Lafayette	18
		Varied Locations	1
		TOTAL	38

[1] See Attachment #5 for maps of Syracuse Planning Units and surrounding towns.

c. The projected number of organizations providing educational referral services for adults and the ways they collect information about adult education activities are given in Table 11. Some organizations indicated that they provide services only for their own members or personnel, but the number doing so was not tabluated.

The significant figures in Table 11 are that only 20 out of 181 organiations seek to publicize their services for all adults to use, and that only 33 out of 175 actively seek information about activities in order to provide a more complete service. There is no indication from the responses that there is a central source in the community for information about adult education activities.

TABLE 11: TYPES OF ADULT EDUCATION REFERRAL ACTIVITIES AND MEANS OF COLLECTING INFORMATION

Type of Referral	Projected Number	Type of Information Collection	Projected Number
Materials Available to Look at	27	Personal Knowledge of Staff	15
Assist in Searching Out Activities	54	Information in Mail or from Newspapers	117
Publicized Phone or Personal Referral	20	Actively seek Information	33
Announce Activities, Bulletin Board, Newsletters	72	Information from Professional or Similar Groups	6
Other or Didn't Say	8	Other or Didn't Say	4
TOTAL	181	TOTAL	175

7. Time

a. One of the types of data most difficult for respondents to provide was the numbers of adult education activities and participants in 1962-63. Either no records were kept, retrieval from records would have been difficult, or new personnel were not familiar with previous programs. Accordingly, little information was collected and what was is not representative enough to be reported.

Interviewees were asked to estimate how their 1962-63 participants compared with those in 1967-68 by program area. A total of 105 comparisons were reported. Eighty-seven of these indicated no changes in types of adults served.

b. Three types of data were sought regarding the anticipated numbers in programs by 1972-73. The first was for the anticipated responses to numbers of activities and participants by program area. Responses were sketchy and too few for making judgments. The second was for an identification of target audiences by specific program area and a projection of how those audiences might differ in 1972-73. This comparison of target audiences reported is given in Table 12. The data hints that by 1972-73 there will be more emphasis on reaching younger adults and a wider range of occupational groups, and less emphasis on the residence or membership of participants.

Table 13 contains the responses of 92 different interviewees regarding desired changes in their programs by 1972-73, plans and activities already under way regarding those changes, and problems to overcome before the changes can be made. It is interesting to note that only 13 indicated no desired changes. A large block of desired changes entail more--more participants, more programs areas, more activities in general. The largest single classification is Broader Audiences, which does not necessarily mean more participants.

Most interesting and promising of the data on plans and actions is that 29 of the 89 are reports of specific action, such as acquiring personnel, facilities or funds, or experimenting with programs. Most significant to note of the problems is that half of the 98 reported entail money--funds, personnel and facilities.

TABLE 12: TARGET AUDIENCES IDENTIFIED FOR SPECIFIC PROGRAM AREAS IN 1967-68 AND IN 1972-73

Target Audience	No. Identifying 1967-68	1972-73
Under Age 25		7
Age 25-44		3
Age 45-64	1	
Age 65 and Over	3	2
Women	3	
Young Females	1	1
Young Men with Technical Ability	3	1
Young Men	2	
Couples	2	
Those with 8 Years or Less Formal Education	5	4
Those Completed Grades 9-12	1	
Those with Some College Education	2	
All Ages and Education Levels	1	1
Professional-Technical Workers	20	6
Clerical and Skilled Workers		2
Operatives and Semi-Skilled Workers	3	
Laborers and Unskilled Workers	2	
Unemployed		1
Retired People	1	
Housewives	3	
Potential Supervisors	1	1
Supervisors	1	
Business and Industry Management	1	2
Small Businessmen	1	1
Residents of[1] Syracuse Planning Unit #6	2	
Residents of Syracuse Planning Unit #19	1	1
Residents of Towns of Lysander and Van Buren	2	
Residents of Towns of DeWitt and Manlius	1	
Residents of Towns of Clay, Cicero and Salina	1	
Women's Groups	1	1
Suburbanites in General	5	1
Residents of Inner-City		2
Low Income	2	1
Special Interest Groups	3	1
Community Leaders	2	1
Labor Union Members	2	
Protestant Educators and Leaders	2	2
Wide Cultural and Nationality Representation		2
Mothers or Parents	8	2
Non-English Speaking	3	1
Those With Leisure	1	
Handicapped	1	1
Own Members or Personnel	45	13
Anyone	22	2
Miscellaneous Others	3	2
TOTAL	164	66

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[1] See Attachment #5 for maps of Syracuse Planning Units and Surrounding towns.

TABLE 13: REPORTED PROGRAM CHANGES DESIRED AND PLANNED BY 1972-73, AND PROBLEMS TO THOSE CHANGES

Changes	No. Indent.	Plans	No. Ident.	Problems	No. Ident.
Broader Audience	27	Appraising Need and Potential	16	Limited Funds	33
More Focussed Audience	4	Mapping Plans	21	Limited Personnel	11
More Program Areas	26	Writing Proposals	3	Restrictions from Parent Institution	1
Fewer Program Areas	2	Acquiring Personnel	6	Inter-Institutional Restrictions	7
Different Program Areas	5	Experimenting with Programs	9	Limitations of Own Organization	6
More Participants	14	Ready to Try Changes	10	Difficulty in Reaching Audience	8
More Sequential Activities	3	Searching for Ideas	2	Lack of Facilities	5
More Activities in General	3	Nothing	8	Trained Personnel Leave	1
Develop a Program Philosophy	1	Acquiring Facilities	2	Lack of Time	1
Total Re-evaluation and Restructure	2	Acquiring Funds	3	Competition from Better Funded Programs	1
Programs More Relevant to Societal Problems	5	Seeking Co-Sponsors	7	General Public Apathy	10
New Methods and Media	6	Publicizing Changes	2	None	7
More Evaluation	2			Mobility of Audience	3
More Coordination with Other Organizations	6			People Not Familiar with Programs	2
More Locations	2			Miscellaneous Other	2
More Publicity	2				
Different Facilities	2				
More Financial Support	3				
More Staff	1				
Miscellaneous Other	3				
None	13				
TOTAL	144	TOTAL	89	TOTAL	98

* * * * *

The data in this section provide some basis for judging the comprehensiveness of adult education programs in the Syracuse area. No such judgment will be attempted here--the reader must make his own judgment for his own purposes.

In making such a judgment some of the more pertinent points to consider seem to be the following.

Conceptual--the paucity of objectives related to societal problems.
--the healthy ratio of credit to non-credit activities.
--the high total participation level.

Socio-Economic--the lower participation levels of the undereducated, the aged, and those in lower-skilled jobs.
--the centralized location of activities.

Organizational--the wide and balanced range of types of organizations conducting adult education activities.

Programmatic--the overall balance of activities and participation in most program areas.
--the low level of programs in Adult Basic Education.

Implementation--the high reliance on the traditional course format and on individual programs.
--the essential absence of "new technology."

Community--the lack of neighborhood locations for adult education activities.
--the lack of convenient adult counselling services.
--the lack of a central system of collecting information about adult education activities and providing referral services.

Time--the high level of organizations serving the same audiences as five years ago.
--the promising desired changes in programs and the actions being taken to bring them about.

Data on Factors Related to Comprehensiveness

The data on factors possibly related to the comprehensiveness of community programs were obtained only from interviewees in the Syracuse survey. Since similar data is not available from other communities, no comparisons can be made for an identification of those factors most closely related to the comprehensiveness of community programs. Therefore, the data reported in this section are those few specifics that, without community comparison, seem to give some insight into the organizational arrangements and institutional patterns in the Syracuse area.

1. Only 20 out of the reported 835 paid adult educational personnel are members of The Adult Education Association of the U.S.A., The National Association for Public School ADult Education, The Adult Services Division of the American Library Association, or the American Society for Training and Development. This low membership implies little formal contact with the specific national movement in continuing education.

2. As many organizations reported going primarily to the general community for their adult education teachers and resource people as reported primarily looking to their own organization or parent institution. This implies the need for inter-institutional contact to assure the awareness and full utilization of a supply of qualified resource people.

3. Thirty-seven out of 65 reporting indicated that they did not conduct any training for their adult education teachers or resource people. Thirty-one out of 60 indicated that they did not conduct any systematic evaluation of teachers or resource people. These reports imply, in part, that approximately half of the organizations are not contributing to the building of a supply of trained resource people.

4. The ways that organizations identify educational needs of their target audiences and their criteria for conducting adult education activities are given in Table 14. A clear majority of the ways listed for identifying needs involve getting ideas from participants: advisory groups, surveys, and audience requests are examples of these. Half of the criteria for conducting activities involve the realistic marketing considerations of attendance, public demand and financial return. Approximately one-fourth involve audience needs. Only ten bear on the organization itself or on other organizations.

5. Clearly, there is a dominant adult education institution in the Syracuse area. In terms of qualtity alone this one institution conducts 70% of the adult education activities and has 57% of the participation of all secondary and higher education institutions combined. Of the projected totals of 5388 activities and 392,774 participants in the Syracuse area in 1967-68, it conducted 18% of all activities and had 10% of the participation.

6. The sixteen secondary and higher education institutions reported varying types of relationships between their adult education units and the parent institution. Two reported essentially complete autonomy, reporting only to a common board and going their own way. Ten reported a semi-autonomous relationship, with annual budget and chief personnel decisions made by the parent institution. Three reported an integrated system of planning and common services, and one did not

TABLE 14: MEANS FOR IDENTIFYING EDUCATION NEEDS OF TARGET AUDIENCE: AND CRITERIA FOR CONDUCTING ACTIVITIES

Means	No. Reporting	Criteria	No. Reporting
Past Programs	8	Previous or Anticipated Attendance	31
Advisory Groups	20		
Surveys	11	Financially Self-Supporting	5
Previous Students	7	Public Demand	31
Audience Requests	35	Identified as a need	35
Staff Knowledge of Program Area	47	New or Unique Idea	1
Meetings with Groups	3	Organization Able to Handle	8
Groups Identify Own	10	Not Already Offered	2
Not done	1	Other	14
Other	7	TOTAL	127
TOTAL	149		

specify its relationship. Apparently, in most instances the adult education function is not seen integrally with the major concern of the parent institution.

7. Out of 16 secondary and higher education institutions reporting adult education activities, nine gave an estimate of the total number of adults served, while 14 gave the number of children and youth served. For those reporting, average numbers were 2386 and 8294, respectively, making a 1 to 3.5 ratio of adults to children and youth. A significant note is that only nine could estimate the numbers of different adults.

8. Table 15 lists the types of contacts that organizations reported having with others conducting adult education activities and the types of contact they report desiring to have. Fewer ways are reported as being desired than now occur, but they reflect more general interest in cooperation and contact, and more interest in coordination.

9. In terms of mass publicity, 54 organizations reported that they advertise adult education activities in the newspapers, 31 by radio and TV, and four by mass mailings of brochures. No organizations reported conducting an adult education week either independently or cooperatively. Twenty-three organizations did say that they distribute brochures to other related organizations.

10. Thirteen different secondary and higher education institutions provided information regarding the sources of funds for their adult education activities. Less than 1% of these funds came from the general budget of the

parent institution. Twenty-one percent came from federal and state taxes, 13% from local taxes, 62% from student fees, and the remainder from other sources. The large percentage from student fees reflects the "pay-as-you-go" characteristic of adult education programs, but the 13% from local taxes indicates that not all programs are without support from the local citizenry.

TABLE 15: TYPES OF CONTACT ORGANIZATIONS REPORT HAVING AND DESIRING TO HAVE WITH OTHERS CONDUCTING ADULT EDUCATION ACTIVITIES

Type of Contact	Reported	Desired
Acquainted with other personnel	24	3
Knowledgeable about other activities in Community	16	1
Divide program areas or audiences with others	1	5
Co-sponsor activities of mutual interest	30	10
Constant contact with others in special area of interest	22	12
Identify needs--encourage others to conduct activities		1
Coordinate in specific areas	4	12
Broad coordination, many areas.		4
Formal exchange of information with others	9	8
Close cooperation with many groups	4	7
Clearinghouse of information		1
Inter-institutional groups meet	5	3
None	5	1
Open to more cooperation and contact		24
Not particularly interested in contact	1	2
Same as now		3
TOTAL	121	94

Data from Other Cities and Urban Areas

The most pertinent date collected from the nine areas in New York State was summarized in the report. The few pieces of data reported in this section of the Appendix are others that have implications for institutional arrangements and organizational patterns. Nearly all the data is from the 1967-68 program year.

1. Fifty-seven out of 68 public school districts in the nine

areas reported adult education activities. Credit activities increased from 379 to 568 as compared with five years earlier and non-credit activities decreased from 3846 to 3595. These trends may mean an increasing formalization of adult education offerings. In addition, 21% of all financial support came from local taxes.

2. All private universities and public institutions of higher education in the nine areas conducted adult education activities. More than two-thirds of the private colleges and junior colleges conducted adult education activities. The community colleges report 83% of their activities as being offered for credit--evidently the way the public is demanding services from them, or at least the way the demand is being interpreted. Units of the State University of New York report that only 7% of their activities are offered for credit--implying that they are structuring their programs to meet more flexible needs and changing demands than are the community colleges.

3. Group activities by the Cooperative Extension Services in the nine areas decreased 7% as compared with five years earlier while the numbers served through individual contacts increased 16%. These changes might imply a less structured, more personalized service. Only 6% of the CES audience were farm residents, meaning that the majority served are residents of areas also being served by other educational institutions.

4. While data from business and industry are sketchy, enough is available to project that the three largest industries in the nine areas have, in total, as many personnel engaged in conducting training programs as are employed by public school adult education, Cooperative Extension, and public institutions of higher education combined. In addition, there is a much lower rate of participation per staff member in industry, implying more time and effort given to each participant.

5. A total of 94 YMCA's, YWCA's, Jewish Community Centers and other community and neighborhood centers are located in the nine areas. Sixty-nine of these conduct adult education activities. This fact multiplies the potential locations and personnel available for such things as counselling and referral services.

6. Approximately one-half of the 21 labor union councils in the nine areas conduct adult education activities other than union orientation, as do about 10% of the union locals. The potential for reaching the working people is evidently not being met through unions, and no evidence is available that unions are being involved with educational institutions or others in cooperative arrangements to meet that need.

7. Individual membership in professional adult education organizations in the nine areas was as follows: Adult Education Association of the U.S.A.--57; National Association for Public School Adult Education--57; Adult Services Division of the American Library Association--28; National Association of Educational Broadcasters--93; and, American Society for Training and Development--129. A large majority of the memberships are with NAEB and ASTD, which are not central to the adult education movement. Of the others, the highest membership in each is in the Tri-City area where many are State Department of Education employees who are not directly involved in adult education programs on the local level.

Conclusions and Recommendations

While it was possible to collect most of the data identified as evidence of comprehensiveness, it was not possible to identify the characteristics of most of the people being served. That impossibility makes it difficult to assess comprehensiveness. The data could be used to make some judgments about programs in Syracuse,and if similar data are collected from other communities some comparative judgments can be made.

No single definition of adult education activities is adequate to use in a survey of all organizations. A simple definition is too limiting; an all inclusive definition is too theoretical. An inclusive theoretical definition should be used as a guide for the development of more understandable and applicable definitions for each of the different types of organization, particularly business and industry, government agencies and many voluntary organization. Other parts of the interview procedures should also be varied by type of organization to make them shorter and more relevant. This is particularly true for the factors related to comprehensiveness which in this survey were most relevant to educational institutions.

Many of the open-ended items used in the interview schedule should be changed to check-lists. The respondents' attention would then be called to a wide range of possible responses from which to choose.

Accurate and detailed information about adult education activities in communities in New York State is not available from central sources, possibly excepting public school adult education and Cooperative Extension. In addition, adult educators in the communities surveyed did not know enough about the activities of other organizations to provide a picture of adult education planning and programming for the total community.

The data collected in all phases of the surveys were of little use. Because past definitions and categories were used the data provided little insight into what is now or will be happening as adult education relates to the social forces and movements identified in this report. The compilation of information on adult education is needed, but it must be based on new ways of describing and defining the movement. These ways can be developed and resources should be committed to that task.

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ATTACHMENT #1

Interview Schedule
and
Letter of Introduction

Syracuse University is currently conducting a comprehensive survey of adult education programs in the Syracuse area. This study is part of a project involving the analysis of programs in several cities in New York State. The purpose of the project is to identify the types and numbers of adult education activities offered by a wide range of educational institutions, religious institutions, private companies, community organizations, and associations in each community; and the degree to which those activities are being utilized by various segments of the adult population.

More than two thousand different institutions, organizations, and agencies have been identified in Syracuse and the surrounding towns and villages as possibly carrying out some adult education activities. A small percentage of all businesses, organizations, and associations identified, as well as all educational institutions and community centers, are being asked to supply detailed information about their education activities, who participates in them, and how they are developed. All of the others will receive a brief mail questionnaire.

Your organization is one of those being asked to provide detailed information about its adult education activities. An interviewer will contact you by telephone in the next few days to describe the study in more detail and to arrange for collecting the information from your organization. If your organization conducts few or no adult education activities, then the information can be collected over the telephone. If your organization conducts a more extensive program, then a personal visit will be arranged or the questionnaire could be sent to you for your completion. In any event, the interviewer will make every effort to work out the most efficient way of getting accurate information.

Since only a very small number of organizations are being contacted for detailed information, the data collected must be as complete and accurate as possible. Your cooperation is, therefore, particularly crucial to the validity of the survey findings. Please rest assured that the information you report will be kept in complete confidence and will be used only as it is compiled with the information from other organizations. There will be no attempt to report, evaluate, criticize, or praise the program of any one agency, institution, or organization.

Thank you very much for your interest and cooperation.

Sincerely,

Ivan M. Lappin
Research Associate

SURVEY OF SYRACUSE AREA ADULT EDUCATION ACTIVITIES AND PARTICIPATION

Name of Organization: ______________________________ No.: ______

Purpose and Definitions

The purpose of this questionnaire is to collect complete and detailed information on all of the adult education activities of your organization during the 1967-68 program, fiscal, or academic year. For the purpose of this survey, educational activities are defined as those events of an hour or more in total length that are pre-planned by organizations, agencies, or institutions for the primary purpose of increasing the sensitivity, knowledge, or skill of the participants. This definition includes recreation instruction and instruction in such things as art, crafts, and music, but excludes the actual playing of basketball, volleyball, etc., or the practice of the art, craft, or music. It also excludes the sometimes highly educational interaction and experiences that occur in one's daily life or that one independently plans and carries out for his own improvement. Adults are those persons age 16 or over who are not full-time students in a secondary or collegiate level degree program; persons of this age devoting full-time to occupational training programs, certificate, or non-credit courses are within the realm of this survey, as are all persons of this age engaged part-time in any type of educational activity. Adult education activities of your organization are those either for its own members or personnel, or for the general public, for which your organization has done at least some of the planning and execution. This includes all that were conducted independently or that were co-sponsored with others, but excludes activities in which members of your organization participated individually as teachers or learners.

Please state below your name and title, the dates your organization's 1967-68 year began and ended, and check whether or not it conducted any adult education activities during that time.

Name ______________________ Title ______________________

1967-68 Dates: From ________ To ________. Adult Education Activities? Yes___ No___

General Instructions

This questionnaire consists of three parts. Part I deals with the specific adult education activities of your organization and who participated in them. Part II asks for information about other aspects of the program. Part III is a listing of questions to be explored in depth during an interview. It is likely that some questions in each of the three parts may not apply to your organization's adult education activities. In such cases, just write "does not apply" in those sections.

Instructions for Part I

Part I consists of two pages for each of ten different program areas. These ten areas and examples of activities in each are listed on pages three and four of these instructions. Please complete only the two pages for each of the program areas in which your organization conducted activities in 1967-68 or in 1962-63, or is anticipating activities in the next five years. If you are uncertain in which program area a specific activity should be listed, then place it in the most appropriate area according to the purpose your organization had for conducting the activity.

The first page for each program area asks for information on specific activities, as follows:

Column 1 - list title or other description adequate for conveying the specific content or purpose of the activity.

Column 2 - state the primary type of activity, as defined on page 5 of these instructions. If a combination of types of activities was used, specify which types were included. Also include the duration of the activity. For example, 3 hours/week for 16 weeks, or, 1/2 day/month for 9 months.

Column 3 - record the number of individuals that participated in more than half of the activity.

Column 4 - participant days refers to the approximate total time devoted by participants to the activity. To obtain the figure, multiply the number of participants by the length of the activity, in days. Consider 6 hours of instruction time as equal to one day. For example, a 16 week course meeting 3 hours/week with 30 participants equals 240 participant days.

Column 5 - planned sequences are those activities that are built on previous activities, or that will be used as a base or prerequisite for subsequent activities. Examples:
- degree-part of a B.A. or M.A. program, etc.
- certificate-high school equivalency, C.P.A., C.L.U.
- other-management seminars, workshops on inner-city problems, etc.

Column 6 - state the number of different years, including 1967-68 that the activity has been offered with essentially the same format and content.

Column 7 - record the specific location of the activity, such as: Continuing Education Center on Roney Lane, Syracuse City Hall, Corcoran High School Building, etc.

At the bottom edge of the page please record for 1967-68 the number of different activities in column 1, the totals of columns 3 and 4, the total number of sequence activities in the three parts of column 5, the number of first year activities from column 6 and the number of different locations of activities from column 7. Then please record comparable data for columns 1, 3, 5 and 6 for your 1962-63 program, and projected estimates of the same for 1972-73.

The second page for each program areas asks for information on the participants in the activities recorded on the first page. Record under number 1 the actual numbers of participants according to each of the categories provided. The total for each segment, such as AGE, SEX, etc., should be the same as the 1967-68 total in column 3 from the first page of the particular program area.

Instructions for Part II

Part two requests information about general program operation and services to participants. Please give brief, succinct answers, and attach any printed material or statements that might in part answer any of the questions.

Instructions for Part III

The questions in Part three will be explored in depth during an interview. These questions should be reviewed before the interview and notes may be made in the spaces provided so that the interview can be conducted thoroughly and efficiently.

Descriptions of Program Areas

GENERAL EDUCATION: Subjects of the sort normally studied as part of a high school or college education, but excluding all business, trade, vocational, technical, professional, or other job-related courses. For example:
- Foreign languages
- Mathematics and statistics
- English literature and composition: excluding courses in speech, which is Personal Development, and in basic English for immigrants and elementary reading and writing proficiency, which are all classified as Adult Basic Education.
- History: any historical course except the hisotry of art, music, or religion.
- Sciences: both the physical and biological sciences.
- Psychology
- Social Sciences, excluding political science courses. These are classified under Current Events, Public Affairs, and Citizenship.

ADULT BASIC EDUCATION: Subjects primarily offered for the acquisition of basic skills in reading, writing, and computation below the high school level, but sometimes including topics such as consumer education, health, and citizenship. Exclude Americanization activities, which are categorized under Current Events, Public Affairs, and Citizenship.

VOCATIONAL-WHITE COLLAR: Subjects and skills used in the professional, technical, business management, office, clerical, and sales spheres. For example:
- Technical-professional subjects in the health professions
- Technical skills in electronics, tool design, and blueprint reading
- Teacher training activities
- Professional activities in accounting, law, library science and industrial relations
- Business administration or management: subjects in executive training, life insurance, management, real estate, and securities and finance
- Sales and advertising skills
- Office management: including personnel management
- Office machines: chiefly courses on data-processing machines, and conventional business machines
- General office skills: traditional office skills-mainly typing, shorthand and bookkeeping

VOCATIONAL-BLUE COLLAR: Subjects and skills used in the skilled trades, semi-skilled occupations, and in service occupations. For example:
- Auto mechanics and other machine skills: all subjects pertaining to skilled trades of a mechanical nature
- Other skilled trades: in foreman training as well as any of the skills performed in occupations classified by the Census as "craftsmen, foremen and kindred workers"
- Operative skills: all subjects pertaining to occupations classed as "operatives and kindred workers" by the Census
- Service skills in the health professions: practical nursing or first aid
- Personal service skills: barbering and hairdressing, waiting, and training for service station attendants

ARTS, HOBBIES, AND RECREATION: Subjects and skills in the arts, crafts, music, the performing arts, and other interests for creative expression and leisure-time enjoyment. For example:
- Music (performing): learning how to play a musical instrument or taking singing lessons
- Music (non-performing): music appreciation
- Art (performing): painting, drawing or sketching
- Art (non-performing): art appreciation
- Technical arts and hobbies: photography and hi-fi equipment
- Athletics: golf, swimming, and bowling lessons

ARTS, HOBBIES, AND RECREATION: (continued)
- Decorative arts and crafts: ceramics, flower arranging, cake decorating, leather crafts and jewelry making
- Dancing: social dancing and ballet
- Bridge lessons

HOME AND FAMILY LIFE: Subjects and skills pertaining to carrying out household duties and family responsibilities, and to the establishment, maintenance, or improvement of a home. For example:
- Sewing or cooking
- Home improvement skills: interior decorating and do-it-yourself building or repairing skills
- Gardening
- Child care: parent training, excluding child psychology, which is classified in General Education
- All other home and family life subjects: homemaking, budgeting, consumer education, and family or marital relations

PERSONAL DEVELOPMENT: Subjects and skills aimed at helping people expand themselves in the areas of health, physical fitness, personality development and interpersonal social skills. For example:
- Physical fitness: exercising, body building, yoga, dieting and weight control
- Speed reading: also labeled as "reading improvement", but not fundamental reading skills for illiterates
- Dale Carnegie courses or other leadership training activities; also subjects which prepare for leadership responsibilities in service organizations such as the Boy Scouts or 4-H Clubs
- Speech or public speaking: vocabulary building and debating

RELIGION, MORALS AND ETHICS: Subjects in religion, morals, and ethics, akin to the notion of "personal development" but concerned exclusively with the area of spiritual, moral, and ethical development. For example:
- Traditional religious training: standard training in the basic teachings of any religion in the Christian or Hebrew traditions, including adult Sunday School, Bible study, "prayer study", or simply "religion"
- Religion applied to everyday life: any subject concerned with the functions of religion in relation to common human problems
- All other subjects on religion, morals, or ethics: such topics as religious history and courses in the basic teachings of religions outside the Hebrew-Christian traditions

CURRENT EVENTS, PUBLIC AFFAIRS, AND CITIZENSHIP: Subjects dealing with current social, political, and economic affairs, Americanization for citizenship, civic responsibilities, and general political education; excluding efforts to espouse particular political points of view. For example:
- General political education: political science, courses labeled "government", "civics", "democracy", and "public law"
- Current events: activities focusing specifically on contemporary international, national, regional, or local affairs
- Civil defense
- Americanization and citizenship: excluding courses in the English language for immigrants

MISCELLANEOUS: Any subjects or skills of an educational nature which cannot logically be placed in any of the above categories. For example:
- Safety education
- Driver training

Types of Activities:

COURSES:	Credit or non-credit series of classes, often part of a sequence or degree program. (include TV courses)
LECTURE SERIES:	Several presentations spaced over a period of time; all related to a given general topic.
DISCUSSION GROUPS:	Groups organized specifically for the purpose of discussing a given topic over a given period of time and not perpetuated;usually with resource people or material provided.
INDEPENDENT STUDY SEQUENCES:	Planned reading, programmed or computer assisted instruction or other activities carried out independently by the learner.
WORK-STUDY PROGRAMS:	Alternating work and study activities designed to relate knowledge acquisition and application.
ON-THE-JOB TRAINING:	Inter-related training and practice in the work situation, usually one-to-one instruction.
STUDY GROUPS OR CLUBS:	Groups sponsored and organized on a perpetuating basis primarily for educational purposes, often with changing topics, usually provided with resource people, training or material by the sponsor.
CONFERENCES OR WORKSHOPS:	One or more consecutive days of programs on a given topic with any variety of methods used.
INDIVIDUAL PROGRAMS:	Speeches, discussions, panel presentations, etc., of an hour or more devoted to a given topic, held either as an independent open meeting or in conjunction with the meeting of a group, club, or association whose primary purpose is other than the education of its members.
EDUCATIONAL TV OR MASS MEDIA:	Planned offerings or sequences of educational content. (other than TV Courses)
TUTORING-ADVISING:	Planned services of informing and advising on specific subject matter content, separate from other types of activities.
TOURS:	Planned and guided excursions of an hour or more in length designed to increase awareness and understanding of such things as art exhibits, manufacturing operations or environmental conditions.
COMBINATIONS:	Activities that are not primarily one of the above, but include a variety of types offered as a package, such as management development programs where courses, workshops, tours, and tutoring are grouped to be taken as a unit or not at all.

PART I GENERAL EDUCATION (see page 3 of instructions for definition and examples)

1. List all 1967-68 activities by title content, or brief description	2. Type of activity (i.e. course, workshop etc.) and hours or days in length	3. No. of Part.	4. Part. days 6hr = 1 day	5. Part of a planned sequence? (if yes, check one)			6. No. of years offered	7. Location of activity (give street address or name of facility)
				degree	cert.	other		
Total For 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	___	No.__	No.__	No.__	No. 1st Year___	No. of Locations ___
Total For 1962-63 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___
Projected For 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___

NO. ___

PART I GENERAL EDUCATION (continued)

1. Please provide the following information about the participants in your organization's general education activities. If you do not have the exact figures, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	
25 to 44	
45 to 64	
65 & over	

SEX	No.
male	
female	

YEARS OF SCHOOL COMPLETED	NO.
8 or less	
at least 9, not more than 12	
college, 1 yr. or more	

OCCUPATIONAL GROUP	No.
Professional, technical, managerial, officials and proprietors	
Clerical, sales, craftsmen & foremen	
Operatives, service workers, semi-skilled	
Laborers and other unskilled	
Unemployed	
Retired	
Housewife	
Occupation unknown	

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.
Baldwinsville, Lysander or Van Buren	
Camillus or Geddes	
East Syracuse, Minoa, Jamesville DeWitt, Fayetteville, Manlius	

	No.
Liverpool, North Syracuse, Clay, Cicero or Salina	
Onondaga or Lafayette	
Onondaga Indian Reservation	
Syracuse	
Other	

2. If your organization conducted general education activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g. older, more females, etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for general education activities? If yes, please describe them in terms of characteristics that distinquish them from other adults, such as place of residence, membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART I ADULT BASIC EDUCATION (see page 3 of instructions for definition)

1.List all 1967-68 activities by title content, or brief description	2.Type of activity (i.e.course,workshop etc.)and hours or days in length	3. No. of Part.	4.Part days 6hr = 1 day	5.Part of a planned sequence? (if yes, check one)			6.No. of years offered	7.Location of activity(give street address or name of facility)	
				degree	cert.	other			
Total For 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	___	No.__	No.__	No.__	No. 1st Year___	No. of Locations ___	NO.
Total For 1962-63 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXX	No.__	No.__	No.__	XXXXXXX	No. of Locations ___	
Projected For 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXX	No.__	No.__	No.__	XXXXXXX	No. of Locations ___	

PART I ADULT BASIC EDUCATION (continued)

1. Please provide the following information about the participants in your organization's adult basic education activities. If you do not have the exact figures, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	
25 to 44	
45 to 64	
65 & over	

SEX	No.
male	
female	

OCCUPATIONAL GROUP	No.
Professional, technical, managerial officials and proprietors	
Clerical, sales, craftsmen & foremen	
Operatives, service workers, semi-skilled	
Laborers and other unskilled	
Unemployed	
Retired	
Housewife	
Occupation unknown	

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.		No.
Baldwinsville, Lysander or Van Buren		Liverpool, North Syracuse, Clay, Cicero or Salina	
Camillus or Geddes		Onondaga or Lafayette	
East Syracuse, Minoa, Jamesville DeWitt, Fayetteville, Manlius		Onondaga Indian Reservation	
		Syracuse	
		Other	

2. If your organization conducted adult basic education activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g., older, more females, etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for adult basic education activities? If yes, please describe them in terms of characteristics that distinquish them from other adults, such as place of residence, membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART I VOCATIONAL-WHITE COLLAR (see page 3 of instructions for definition and examples)

1.List all 1967-68 activities by title content, or brief description	2.Type of activity (i.e.course,workshop etc.)and hours or days in length	3.No. of Part.	4.Part. days 6hr = 1 day	5.Part of a planned sequence? (if yes, check one)			6.No. of years offered	7.Location of activity(give street address or name of facility)
				degree	cert.	other		
Total For 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	_____	_______	No.__	No.__	No.__	No. 1st Year___	No. of Locations ____
Total For 1962-63 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	_____	XXXXXXX	No.__	No.__	No.__	XXXXXXX	No. of Locations ____
Projected For 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	_____	XXXXXXX	No.__	No.__	No.__	XXXXXXX	No. of Locations ____

NO.____

PART I VOCATIONAL - WHITE COLLAR (continued)

1. Please provide the following information about the participants in your organization's vocational-white collar activities. If you do not have the exact figures, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	
25 to 44	
45 to 64	
65 & over	

SEX	No.
male	
female	

OCCUPATIONAL GROUP	No.
Professional, technical, managerial officials and proprietors	
Clerical, sales, craftsmen & foremen	
Operatives, service workers, semi-skilled	
Laborers and other unskilled	
Unemployed	
Retired	
Housewife	
Occupation unknown	

YEARS OF SCHOOL COMPLETED	No.
8 or less	
at least 9, not more than 12	
college, 1 yr. or more	

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.		No.
Baldwinsville, Lysander or Van Buren		Liverpool, North Syracuse, Clay, Cicero or Salina	
Camillus or Geddes		Onondaga or Lafayette	
East Syracuse, Minoa, Jamesville DeWitt, Fayetteville, Manlius		Onondaga Indian Reservation	
		Syracuse	
		Other	

2. If your organization conducted vocational-white collar activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g. older, more females, etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for vocational-white collar activities? If yes, please describe them in terms of characteristics that distinguish them from other adults, such as place of residence, membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART I VOCATIONAL -BLUE COLLAR (see page 3 for definition and examples)

1.List all 1967-68 activities by title content,or brief description	2.Type of activity (i.e.course,workshop etc.)and hours or days in length	3.No. of Part.	4.Part. days 6hr = 1 day	5.Part of a planned sequence? (if yes, check one)			6.No. of years offered	7.Location of activity(give street address or name of facility)
				degree	cert.	other		
Total For 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	____	______	No.__	No.__	No.__	No. 1st Year ___	No. of Locations_____
Total For 1962-63 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	____	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations_____
Projected For 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	____	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations_____

NO. ____

PART I VOCATIONAL-BLUE COLLAR (continued)

1. Please provide the following information about the participants in your organization's vocational-blue collar activities. If you do not have the exact figures, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	
25 to 44	
45 to 64	
65 & over	

SEX	No.
male	
female	

YEARS OF SCHOOL COMPLETED	No.
8 or less	
at least 9, not more than 12	
college, 1 yr. or more	

OCCUPATIONAL GROUP	No.
Professional, technical, managerial officials and proprietors	
Clerical, sales, craftsmen & foremen	
Operatives, service workers, semi-skilled	
Laborers and other unskilled	
Unemployed	
Retired	
Housewife	
Occupation unknown	

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.
Baldwinsville, Lysander or Van Buren	
Camillus or Geddes	
East Syracuse, Minoa, Jamesville DeWitt, Fayetteville, Manlius	

	No.
Liverpool, North Syracuse, Clay, Cicero or Salina	
Onondaga or Lafayette	
Onondaga Indian Reservation	
Syracuse	
Other	

2. If your organization conducted vocational-blue collar activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g. older, more females etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for vocational-blue collar activities? If yes, please describe them in terms of characteristics that distinguish them from other adults, such as place of residence, membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART I ARTS, HOBBIES AND RECREATION (see page 3 and 4 of instructions for definitions and examples)

1. List all 1967-68 activities by title content, or brief description	2. Type of activity (i.e. course, workshop etc.) and hours or days in length	3. No. of Part.	4. Part. days 6hr = 1 day	5. Part of a planned sequence? (if yes, check one)			6. No. of years offered	7. Location of activity (give street address or name of facility)
				degree	cert.	other		
Total For 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	___	No.__	No.__	No.__	No. 1st Year ___	No. of Locations ___
Total For 1962-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___
Projected For 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___

NO. ___

PART I ARTS, HOBBIES, AND RECREATION (continued)

1. Please provide the following information about the participants in your organization's arts, hobbies, and recreation activities. If you do not have the ~~exact figures~~, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	
25 to 44	
45 to 64	
65 & over	

SEX	No.
male	
female	

OCCUPATIONAL GROUP	No.
Professional, technical, managerial officials and proprietors	
Clerical, sales, craftsmen & foremen	
Operatives, service workers, semi-skilled	
Laborers and other unskilled	
Unemployed	
Retired	
Housewife	
Occupation unknown	

YEARS OF SCHOOL COMPLETED	No.
8 or less	
at least 9, not more than 12	
college, 1 yr. or more	

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.		No.
Baldwinsville, Lysander or Van Buren		Liverpool, North Syracuse, Clay, Cicero or Salina	
Camillus or Geddes		Onondaga or Lafayette	
East Syracuse, Minoa, Jamesville DeWitt, Fayetteville, Manlius		Onondaga Indian Reservation	
		Syracuse	
		Other	

2. If your organization conducted arts, hobbies, and recreation activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g. older more females, etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for arts, hobbies, and recreation activities? If yes, please describe them in terms of characteristics that distinguish them from other adults, such as place of residence, membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART I HOME AND FAMILY LIFE (see page 4 of instructions for definition and examples)

1. List all 1967-68 activities by title content, or brief description	2. Type of activity (i.e. course, workshop etc.) and hours or days in length	3. No. of Part.	4. Part. days 6hr = 1 day	5. Part of a planned sequence? (if yes, check one)			6. No. of years offered	7. Location of activity (give street address or name of facility)
				degree	cert.	other		
Total For 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	___	No.__	No.__	No.__	No. 1st Year ___	No. of Locations ___
Total For 1962-63 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___
Projected For 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___

NO. ___

PART I HOME AND FAMILY LIFE (continued)

1. Please provide the following information about the participants in your organization's home and family life activities. If you do not have the exact figures, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	
25 to 44	
45 to 64	
65 & over	

SEX	No.
male	
female	

OCCUPATIONAL GROUP	No.
Professional, technical, managerial, officials and proprietors	
Clerical, sales, craftsmen & foremen	
Operatives, service workers, semi-skilled	
Laborers and other unskilled	
Unemployed	
Retired	
Housewife	
Occupation unknown	

YEARS OF SCHOOL COMPLETED	No.
8 or less	
at least 9, not more than 12	
college, 1 yr. or more	

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.		No.
Baldwinsville, Lysander or Van Buren		Liverpool, North Syracuse, Clay, Cicero or Salina	
Camillus or Geddes		Onondaga or Lafayette	
East Syracuse, Minoa, Jamesville		Onondaga Indian Reservation	
DeWitt, Fayetteville, Manlius		Syracuse	
		Other	

2. If your organization conducted home and family life activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g. older, more females, etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for home and family life activities? If yes, please describe them in terms of characteristics that distinguish them from other adults, such as place of residence, membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART I PERSONAL DEVELOPMENT (see page 4 of instructions for definition and examples)

1. List all 1967-68 activities by title content, or brief description	2. Type of activity (i.e. course, workshop etc.) and hours or days in length	3. No. of Part.	4. Part. days 6hr = 1 day	5. Part of a planned sequence? (if yes, check one)			6. No. of years offered	7. Location of activity (give street address or name of facility)
				degree	cert.	other		
Total For 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	____	____	No.__	No.__	No.__	No. 1st Year ___	No. of Locations ___
Total for 1962-63 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	____	XXXXXXX	No.__	No.__	No.__	XXXXXXXXX	No. of Locations ___
Projected For 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	____	XXXXXXX	No.__	No.__	No.__	XXXXXXXXX	No. of Locations ___

NO.____

PART I PERSONAL DEVELOPMENT (continued)

1. Please provide the following information about the participants in your organization's personal development activities. If you do not have the exact figures, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	
25 to 44	
45 to 64	
65 & over	

SEX	No.
male	
female	

OCCUPATIONAL GROUP	No.
Professional, technical, managerial, officials and proprietors	
Clerical, sales, craftsmen & foremen	
Operatives, service workers, semi-skilled	
Laborers and other unskilled	
Unemployed	
Retired	
Housewife	
Occupation unknown	

YEARS OF SCHOOL COMPLETED	No.
8 or less	
at least 9, not more than 12	
college, 1 yr. or more	

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.		No.
Baldwinsville, Lysander or Van Buren		Liverpool, North Syracuse, Clay, Cicero or Salina	
Camillus or Geddes		Onondaga or Lafayette	
East Syracuse, Minoa, Jamesville DeWitt, Fayetteville, Manlius		Onondaga Indian Reservation	
		Syracuse	
		Other	

2. If your organization conducted personal development activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g. older, more females, etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for personal development activities? If yes, please describe them in terms of characteristics that distinguish them from other adults, such as place of residence, membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART I RELIGION, MORALS, AND ETHICS (see page 4 of instructions for definition and examples)

1.List all 1967-68 activities by title content, or brief description	2.Type of activity (i.e.course,workshop etc.)and hours or days in length	3.No. of Part.	4.Part. days 5hr = 1 day	5.Part of a planned sequence? (if yes, check one)			6.No. of years offered	7.Location of activity(give street address or name of facility)
				degree	cert.	other		
Total for 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXX	___	___	No.__	No.__	No.__	No. 1st Year ___	No. of Locations ___ NO.
Total for 1962-63 No. of Activities ___	XXXXXXXXXXXXXXXXXXX	___	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___
Projected for 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXX	___	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___

PART I RELIGION, MORALS, AND ETHICS (continued)

1. Please provide the following information about the participants in your organization's religion, morals, and ethics activities. If you do not have the exact figures, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	___
25 to 44	___
45 to 64	___
65 & over	___

SEX	No.
male	___
female	___

YEARS OF SCHOOL COMPLETED	No.
8 or less	___
at least 9, not more than 12	___
college, 1 yr. or more	___

OCCUPATIONAL GROUP	No.
Professional, technical, managerial, officials and proprietors	___
Clerical, sales, craftsmen & foremen	___
Operatives, service workers, semi-skilled	___
Laborers and other unskilled	___
Unemployed	___
Retired	___
Housewife	___
Occupation unknown	___

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.		No.
Baldwinsville, Lysander or Van Buren	___	Liverpool, North Syracuse, Clay, Cicero or Salina	___
Camillus or Geddes	___	Onondaga or Lafayette	___
East Syracuse, Minoa, Jamesville	___	Onondaga Indian Reservation	___
DeWitt, Fayetteville, Manlius	___	Syracuse	___
		Other	___

2. If your organization conducted religion, morals, and ethics activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g. older more females, etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for religion, morals, and ethics activities? If yes, please describe them in terms of characteristics that distinguish them from other adults, such as place of residence, membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART I CURRENT EVENTS, PUBLIC AFFAIRS, AND CITIZENSHIP (see page 4 of instructions for definition and examples)

1. List all 1967-68 activities by title content, or brief description	2. Type of activity (i.e. course, workship etc) and hours or days in length	3. No. of Part.	4. Part. days 6hr = 1 day	5. Part of a planned sequence? (if yes, check one)			6. No. of years offered	7. Location of activity (give street address or name of facility)
				degree	cert.	other		
Total For 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	___	No.__	No.__	No.__	No. 1st Year ___	No. of Locations ___
Total For 1962-63 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___ NO.
Projected For 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXXX	___	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___

PART I CURRENT EVENTS, PUBLIC AFFAIRS, AND CITIZENSHIP (continued)

1. Please provide the following information about the participants in your current events, public affairs, and citizenship activities. If you do not have the exact figures, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	
25 to 44	
45 to 64	
65 & over	

SEX	No.
male	
female	

OCCUPATIONAL GROUP	No.
Professional, technical, managerial, officials and proprietors	
Clerical, sales, craftsmen & foremen	
Operatives, service workers, semi-skilled	
Laborers and other unskilled	
Unemployed	
Retired	
Housewife	
Occupation unknown	

YEARS OF SCHOOL COMPLETED	No.
8 or less	
at least 9, not more than 12	
college, 1 yr. or more	

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.		No.
Baldwinsville, Lysander or Van Buren		Liverpool, North Syracuse, Clay, Cicero or Salina	
Camillus or Geddes		Onondaga or Lafayette	
East Syracuse, Minoa, Jamesville DeWitt, Fayetteville, Manlius		Onondaga Indian Reservation	
		Syracuse	
		Other	

2. If your organization conducted current events, public affairs, and citizenship activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g. older, more females, etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for current events, public affairs, and citizenship activities? If yes, please describe them in terms of characteristics that distinguish them from other adults, such as place of residence, membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART I MISCELLANEOUS (see page 4 of instructions for examples)

1. List all 1967-68 activities by title content, or brief description	2. Type of activity (i.e. course, workshop etc.) and hours or days in length	3. No. of Part.	4. Part. days 6hr = 1 day	5. Part of a planned sequence? (if yes, check one)			6. No. of years offered	7. Location of activity (give street address or name of facility)
				degree	cert.	other		
Total For 1967-68 No. of Activities ___	XXXXXXXXXXXXXXXXXXX	______	______	No.__	No.__	No.__	No. 1st Year ___	No. of Locations ___
Total For 1962-63 No. of Activities ___	XXXXXXXXXXXXXXXXXXX	______	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___ NO.
Projected For 1972-73 No. of Activities ___	XXXXXXXXXXXXXXXXXXX	______	XXXXXXX	No.__	No.__	No.__	XXXXXXXX	No. of Locations ___

PART I MISCELLANEOUS (continued)

1. Please provide the following information about the participants in your organization's miscellaneous activities. If you do not have the exact figures, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	___
25 to 44	___
45 to 64	___
65 & over	___

SEX	No.
male	___
female	___

YEARS OF SCHOOL COMPLETED	No.
8 or less	___
at least 9, not more than 12	___
college, 1 yr. or more	___

OCCUPATIONAL GROUP	No.
Professional, technical, managerial, officials, and proprietors	___
Clerical, sales, craftsmen & foremen	___
Operatives, service workers, semi-skilled	___
Laborers and other unskilled	___
Unemployed	___
Retired	___
Housewife	___
Occupation unknown	___

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.
Baldwinsville, Lysander or Van Buren	___
Camillus or Geddes	___
East Syracuse, Minoa, Jamesville DeWitt, Fayetteville, Manlius	___

	No.
Liverpool, North Syracuse, Clay, Cicero or Salina	___
Onondaga or Lafayette	___
Onondaga Indiana Reservation	___
Syracuse	___
Other	___

2. If your organization conducted miscellaneous activities in 1962-63, how did the participants in that year compare with those recorded above? (e.g. older, more females etc.)

3. Are there any specific groups of adults which your organization now regards as its target audience for miscellaneous acitivites? If yes, please describe them in terms of characteristics that distinquish them from other adults, such as place of residence membership in certain organizations, employees of certain establishments, etc.

4. Are there other target audiences that might be identified in the next five years? If so, what are they?

PART II: GENERAL PROGRAM INFORMATION

NO.________

A. Co-sponsorship of Activities

1. Please list below those activities from Part I that were co-sponsored with other organizations. For each activity please provide the name(s) of the other organization(s) and the responsibilities, such as finances, teachers, facilities etc. that were assumed by your organization.

Co-Sponsored Activity	Other Organization(s)	Responsibilities by Your Organization

2. Does your organization have a tuition reimbursement policy for its members or personnel? If so, how many different person's tuition was paid in 1967-68? _____

How many different courses or other activities did they participate in with your support? _____

(use the back of this page or attach additional pages if more space is needed)

PART II: GENERAL PROGRAM INFORMATION NO. ________

B. Program Planning

1. Please list the stated policies and objectives of your organization's adult education program. (If statements of these have been reproduced, just attach a copy)

2. Please describe the general target audience that you have identified as potential participants in your organization's adult education program. Please use details such as age, sex, place of residence, etc. if these have been taken into consideration.

(use the back of this page or attach additional pages if more space is needed)

PART II: GENERAL PROGRAM INFORMATION

NO. ________

B. Program Planning (continued)

3. What changes would you like to see in your organization's total adult education program during the next five years? (e.g. different target audience, expanded programs, new methods, etc.)

What plans have been developed for making these changes?

What are foreseen as the major problems standing in the way of making these changes?

(use the back of this page or attach additional pages if more space is needed)

PART II: GENERAL PROGRAM INFORMATION NO. ___________

C. Program Features

1. Please describe the use, if any, that your organization has made of computer-assisted-instruction, teaching machines, or other types of the "new technology" in its adult education activities.

2. What library services or other learning resources, if any, does your organization sponsor for adults participating in its educational activities?

3. What library services or other learning resources, if any, does your organization make available to adults in general, not just those participating in its educational activities?

(use the back of this page or attach additional pages if more space is needed)

PART II: GENERAL PROGRAM INFORMATION NO.________

D. Student Services

1. Does your organization have any planned counseling services for adults regarding their involvement in educational activities?
If so, where are these services located? (address or building)

Who may receive these counseling services?

How many different adults were counseled through this service during 1967-68? _____
How many different adults could potentially be counseled in a given year with the current staff and organization of the service? _____

2. Please describe the procedures, if any, that your organization has developed for referring adults to educational activities available elsewhere.

3. If your organization does referral, how does it collect and compile information about adult education activities in other organizations?

(use the back of this page or attach additional pages if more space is needed)

D. Student Services (continued)

4. Please list the other institutions, agencies, and organizations in the Syracuse area to which your organization refers adults for educational activities, and check the program areas in which they offer activities. If your organization has no referral procedure, list those to which you personally would refer adults, and check their areas of programming.

Name of Institution, Agency or Organization	General Education	Adult Basic Education	Vocational White-Collar	Vocational Blue-Collar	Arts, Hobbies and Recreation	Home and Family Life	Personal Development	Religion Morals and Ethics	Current Events, Public Affairs, and Citizenship	Miscellaneous

(use the back of this page or attach additional pages if more space is needed)

PART III: INTERVIEW GUIDE NO. ________

A. Program Operation

1. Please describe briefly how the educational needs of your organization's target audience(s), if any, are identified.

2. Is an advisory committee, or committees, of any kind used to help with your organization's adult education program? If so, please describe the composition and function(s) of the committee(s).

PART III: INTERVIEW GUIDE NO.__________

A. Program Operation (continued)

3. Does your organization attempt any systematic evaluation of the educational value of its adult education activities? If so, who conducts the evaluation, and how is it done?

4. What criteria does your organization use in deciding whether or not to offer specific adult education activities or to repeat activities already offered?

PART III: INTERVIEW GUIDE

NO.__________

A. Program Operation (continued)

5. Is your organization operated as part of a larger institution or organization? If so, what is the administrative and policy making relationship between your parent institution and the adult education programming unit? (include such things as who appoints personnel, determines programs, approves budgets, etc. and how often reports are required)

6. Does your parent institution, if any, provide education programs for children and youth? If so, how many children and youth were enrolled or participated in 1967-68? ________

   How many adults were involved in your total program during that same period of time? ________

7. What was the total educational expenditure of the parent institution in 1967-68, including the adult education unit? $________

   What was the budget of the adult education unit during that time? $________

   How much of the adult education budget came from each of the following sources?

   General operating budget from parent institution, if any $________

   Specific funds allocated directly to the adult education unit from other sources

   Tuition and Fees $________
   Public Funds
   Federal $________
   State ________
   Local ________
   TOTAL PUBLIC FUNDS $________
   Private grants and contributions $________
   Total budget of the adult education unit $________

   Of the total adult education expenditures, how much was spent for education programs for your organization's own personnel? $________

   How much for programs for the general public? $________

PART III: INTERVIEW GUIDE

NO.______

B. Personnel

1. Please record the number of people your organization has working with its adult education program in each of the following categories.

Paid Personnel

Full time work with adult education ______
Part-time: ½ time or more with adult education ______
Part-time: less than ½ time with adult education ______

Total Paid Personnel ______

Of the total paid personnel, how many are:

Primarily administrators and program planners? ______
Primarily counsellors? ______
Primarily teachers? ______

How many have had graduate study in adult education? ______
-- in other areas of education? ______

How many are members of one or more of the following professional associations:

Adult Education Assn. of the U.S.A. ______
Nat'l. Assn. for Public School Adult Education ______
The Adult Services Division of the American Library Assn. ______
Amer. Society for Training & Development ______
Nat'l. Assn. of Educational Broadcasters ______
Nat'l. Community School Education Assn. ______

Total number of volunteers working with the adult education program ______

Of the total volunteers, how many are:

Primarily administrators and program planners? ______
Primarily counsellors? ______
Primarily teachers? ______

2. What portion of time does the person directing your organization's adult education program have allocated to adult education, if a paid staff member? ______ Please describe his training and experience in adult education, and his affiliation, if any, with professional adult education organizations.

3. How and where are your volunteers, part-time teachers, and other resource people for adult education activities recruited, and how are they selected?

B. Personnel (continued)

4. Does your organization have any type of pre-service or in-service training for its adult education teachers? If so, please describe this training in terms of objectives, length of training, content, etc.

5. Is there any systematic evaluation of the educational effectiveness of teachers and other resource people? If so, who does the evaluation and how is it done?

C. Facilities

1. Please list all of the different facilities reported in Part I as locations for your organization's activities, and indicate the primary use for each facility; e.g., church activities, adult education activities, office building, recreation, elementary education, etc.

Facility	Primary Use

2. Were any of the above facilities designed or rebuilt primarily to be used for adult education activities? If so, describe any special features that make them particularly desirable for adult education activities.

PART III: INTERVIEW GUIDE

NO.__________

D. Program Cooperation

1. Please elaborate on any attempts staff members of your organization make to keep in touch with the adult education activities of other organizations, both those in the community and outside the community, in order to avoid duplication, arrange complementary activities, co-sponsor activities, etc. For example, through informal contacts, the review of other programs, formal planning sessions with others, etc. (include names and organizations - this information will remain confidential). Give examples of how co-sponsorship, if any, was initiated.

2. What types of contact and cooperation, if any, would your oganization like to have with other organizations in the community that are conducting adult education programs? ---With interest and professional groups on the state and national level? ---With local, state, and federal government?

NO.__________

D. Program Cooperation (continued)

3. Please describe the total publicity efforts for your organization's adult education program, elaborating on those, if any, made in cooperation with other organizations and those relating to community-wide adult education campaigns? (attach examples, if available) Include publicity of in-house programs as well as of program offerings for the general public.

4. Below are listed the titles of several public and educational officials in the Syracuse area. Please indicate, by circling the appropriate number on the scale adjacent to each title, the degree to which you feel the person or persons filling that position support or oppose the expansion and improvement of adult education programs. Circle three(3) for highly supportive, minus three(-3) for highly opposed or one of the other numbers if you feel their stance is somewhere in between.

	Supportive			Neutral	Opposed		
The mayor or chief official in your municipality	3	2	1	0	-1	-2	-3
Members of your common council or municipal board	3	2	1	0	-1	-2	-3
The Onondaga County Executive	3	2	1	0	-1	-2	-3
Onondaga County Legislators	3	2	1	0	-1	-2	-3
The superintendent of your local public school district	3	2	1	0	-1	-2	-3
Board members of your local public school district	3	2	1	0	-1	-2	-3
The Chancellor of Syracuse University	3	2	1	0	-1	-2	-3
The President of LeMoyne College	3	2	1	0	-1	-2	-3
The President of Onondaga Community College	3	2	1	0	-1	-2	-3

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ATTACHMENT #2

Mail Questionnaire, Cover Letter
and
Follow-up Letter

Dear Friend:

Syracuse University is currently conducting a comprehensive survey of adult education programs in the Syracuse area. This study is part of a project involving the analysis of programs in several cities in New York State. The purpose of the project is to identify the types and numbers of adult education activities offered by a wide range of educational institutions, religious institutions, private companies, community organizations, and associations in each community; and the degree to which those activities are being utilized by various segments of the adult population.

More than two thousand different institutions, organizations, and agencies have been identified in Syracuse and the surrounding towns and villages as possibly carrying out some adult education activities. A small percentage of all businesses, organizations, and associations, as well as all educational institutions and community centers, are being asked to supply detailed information about their education activities, who participated in them, and how they are developed. The large majority will receive a brief mail questionnaire.

Your organization is one of those being sent the mail questionnaire, which is enclosed with this letter. Please note that the definition of adult education on the first page may well cover activities that you had not considered as being adult education, and includes activities for members and personnel of your own organization as well as those for segments of the general public. Please also note that information is being requested about your organization's 1967-68 program, since the 1968-69 year is not yet complete for most organizations being contacted.

Would you please take a few minutes to complete the questionnaire and return it in the envelope provided within the next few days. Feel free to enclose printed reports or other material already available to partially answer any of the questions.

Please rest assured that the information you report will be used only as it is compiled with the information from other organizations. There will be no attempt to report, evaluate, criticize, or praise the program of any one agency, institution, or organization.

Thank you very much for your interest and cooperation.

Sincerely,

Ivan M. Lappin
Research Associate

SYRACUSE UNIVERSITY
School of Education, 109 Roney Lane, Phone: 476-5541 ext. 3031

SURVEY OF SYRACUSE AREA ADULT EDUCATION ACTIVITIES AND PARTICIPATION

Purpose and Definitions

The purpose of this questionnaire is to collect information on all of the adult education activities of your organization during the 1967-68 program, fiscal, or academic year.

For the purpose of this study, educational activities are defined as those events of an hour or more in total length that are pre-planned by organizations, agencies, or institutions for the primary purpose of increasing the sensitivity, knowledge, or skill of the participants. This definition includes recreation instruction and instruction in such things as art, crafts, and music, but excludes the actual playing of basketball, volleyball, etc., or the practice of the art, craft, or music. It also excludes the sometimes highly educational interaction and experiences that occur in one's daily life or that one independently plans and carries out for his own improvement.

Adult education activities are those that are not part of a full-time program leading toward a degree and are designed for people age 16 or over. Activities that are part of a full-time non-degree occupational training or certificate program are within the realm of this study, as are all educational activities in which adults participate part-time.

Adult education activities of your organization are those either for its own members or for the general public for which your organization did at least some of the planning and execution. This includes all that were conducted independently or that were co-sponsored with others, but excludes activities in which members of your organization participated individually as teachers or learners.

Please state below the name of your organization, the dates its 1967-68 year began and ended, and check whether or not it conducted any adult education activities during that time. If such activities were conducted, please proceed to complete the rest of this page and the six items on the following two pages. If not, please return the entire questionnaire in the enclosed envelope anyway.

Name of Organization: ____

1967-68 Dates: From __________ to ________. Adult Education Activities? Yes____ No____

Please check below the type of organization yours most clearly represents.

Institutions

___publicly supported college or university
___privately supported college or university
___publicly supported secondary school
___privately supported secondary school
___profit-making or proprietary school
___government agency
___private business or industry
___YMCA or other community center
___church or synagogue
___hospital or medical center
___library, museum, or art center

Voluntary Organizations or Associations

___medical or welfare
___civic or political
___business or professional
___labor union
___cultural or educational
___fraternal
___veterans
___hobby or recreational
___religious
___other ______________________________

NAME OF ORGANIZATION: ____

1. Please list all 1967-68 adult education activities below, giving for each the subject matter content; the type of activity, such as course, seminar, lecture series, tutoring, etc.; the number of adults that participated in at least half of the activity; and, the other organizations, if any, that co-sponsored the activity.

Title or Content of Activity	Type of Activity	No. of Participants	Co-sponsoring Organizations, if any
TOTAL NUMBER OF ACTIVITIES _______	XXXXXXXXXXX	TOTAL _____	XXXXXXXXXXXXXXXXXXXXX

(use the back of this page or attach additional pages if more space is needed)

2. Please provide the following information about the participants in the above activities. If you do not have the exact numbers for each category, please give your best estimate, indicating which ones are estimates.

AGE	No.
under 25	___
25 to 44	___
45 to 64	___
65 & over	___

SEX	No.
male	___
female	___

YEARS OF SCHOOL COMPLETED	No.
8 or less	___
at least 9, not more than 12	___
college, 1 yr. or more	___

OCCUPATIONAL GROUP	No.
Professional, technical, managerial, officials and proprietors	___
Clerical, sales, craftsmen & foremen	___
Operatives, service workers, semi-skilled	___
Laborers and other unskilled	___
Unemployed	___
Retired	___
Housewife	___
Occupation Unknown	___

PARTICIPANT'S CITY, TOWN, OR VILLAGE OF RESIDENCE

	No.
Baldwinsville, Lysander or Van Buren	___
Camillus or Geddes	___
East Syracuse, Minoa, Jamesville DeWitt, Fayetteville, Manlius	___
Liverpool, North Syracuse, Clay, Cicero or Salina	___
Onondaga or Lafayette	___
Onondaga Indian Reservation	___
Syracuse	___
Other	___

NAME OF ORGANIZATION: ______________________________

3. Does your organization have a tuition reimbursement policy for its members or personnel? If so, how many different person's tuition was paid in 1967-68? ______

How many different courses or other activities did they participate in with your support? ______

4. Does your organization have any planned counseling services for adults regarding their involvement in educational activities? Yes ___ No ___

If so, where are these services located? (address or building)

Who may receive there counseling services?

How many different adults were counseled through this service during 1967-68? ______
How many different adults could potentially be counseled in a given year with the current staff and organization of the service? ______

5. Please describe the procedures, if any, that your organization has developed for referring adults to educational activities available elsewhere.

6. If your organization does referral, how does it collect and compile information about adult education activities in other organizations?

(use the back of this page or attach additional pages if more space is needed)

Dear Friend:

A few days ago I wrote to you, as well as to many others, and sent a questionnaire requesting information about educational programs your organization might have conducted for adults in 1967-68. We do need a high percentage of the questionnaires returned in order to have an accurate accounting of educational opportunities for adults in the Syracuse area, but to date we've not received the completed questionnaire from you. Might I encourage you to fill out the questionnaire and return it, even if your organization does not conduct educational activities.

We should mention, of course, some of the possible reasons for us not receiving your reply as yet.

> --Its possible that you didn't receive the letter in the first place. We mailed out nearly 2500 of them and we, or the post office, might have made an error. If you did not receive one, please call me and we will send a copy of the questionnaire to you or will get the information from your organization over the phone.
>
> --Perhaps the questionnaire has been misplaced or was sent back without the name of your organization on it. If so, please call me for a new copy.
>
> --Another possibility is that you gave the questionnaire to someone else in your organization to complete. If so, please encourage them to fill it out and return it to us.
>
> --Or, you might have returned the questionnaire already and we just haven't received it yet. If thats the case, please accept our thanks for the reply, and our apologies for sending this letter.

We would like to start putting all of the information from the questionnaire together before the end of June. Any effort you can make to have the completed questionnaire from your organization returned by that time will be greatly appreciated.

Sincerely,

Ivan M. Lappin
Research Associate

b
Telephone: 476-5541 ext. 3031

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ATTACHMENT #3

Types of Institutions, Agencies and Organizations Identified and the Number of Each Contacted

TYPES OF INSTITUTIONS, AGENCIES AND ORGANIZATIONS IDENTIFIED AND THE NUMBER OF EACH CONTACTED

	No. Contacted	
1. Secondary and Higher Education		
Public Higher Education	4	
Private Higher Education	3	
Public Schools	13	
Private Secondary Schools	1	
		21
2. Proprietary and Training		
Proprietary Schools	21	
Training School (Driving, Dancing, etc.)	45	
Public-Private Recreation (Bowling, Golf)	29	
		95
3. Educational and Cultural		
Quasi-Public Agencies, ETV	6	
Community Centers (e.g., YMCA, YWCA)	10	
Libraries	16	
Museums	6	
		38
4. Government		
Town and Village	20	
City-Executive, Protective, Regulative	18	
City-Public Services	6	
County-Executive, Protective, Regulative	18	
County-Public Services	10	
State and Federal-Executive, Protective, Regulative	23	
State and Federal-Public Services	29	124
5. Business and Industry		
Manufacturing and Food Processing	111	
Insurance, Banking, Real Estate	69	
Retail Sales	70	
Wholesale Sales, Suppliers	74	
Handling, Transportation, Utilities	31	
Commercial Mass Media	4	
Services, Hotel, Restaurant	9	
Printing, Baking and Other	36	
		404
6. Religious Institutions		
Central and District Offices	15	
Local Congregations	225	
		240
7. Health and Welfare		
Hospitals	10	
Private Social and Welfare Agencies	50	
		60

	No. Contacted	
8. Voluntary Organizations		
Business and Professional	149	
Fraternal	114	
Veterans and Patriotic	116	
Civic and Political	114	
Religious-Local Congregations	164	
Religious-Area and Community	62	
Service	99	
Labor	156	
Cultural and Educational	86	
Hobby and Recreational	145	
College Alumni	55	
Parents	125	
Health	31	
Other (largely social or unable to classify)	145	
		1561
TOTAL		2543

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ATTACHMENT #4

Forms for Collecting Data from Cities and Urbanized Areas

COMMUNITY DATA FORM

Name of central city____

Names of surrounding towns and villages in urbanized area

Summary of data from public and private school districts

	public districts	private districts
Number of districts		
Number with adult education activities in 1962-63		
-in 1967-68		
Number of credit activities in 1962-63		
-in 1967-68		
Enrollment in credit activities in 1962-63		
-in 1967-68		
Number of non-credit activities in 1962-63		
-in 1967-68		
Enrollment in non-credit activities in 1962-63		
-in 1967-68		
Number of vocational activities in 1962-63		
-in 1967-68		
Enrollment in vocational activities in 1962-63		
-in 1967-68		
Number of adult basic education activities in 1962-63		
-in 1967-68		
Enrollment in adult basic education activities in 1962-63		
-in 1967=68		
Total adult education budget in 1967-68		
from student fees		
from local taxes		
from state taxes		
from federal taxes		
Number with adult counseling service (educational)		
Number of adults counseled in 1967-68		
Number with a referral service to adult education elsewhere in the community		
Number of referrals made in 1967-68		

Community data form--page 2

School district data(continued

	public districts	private districts
Number of full-time adult education administrators		
Number of part-time adult education administrators		
Number of different locations of adult education activities		
Number of different activities aimed specifically at the following groups:		
Professional technical		
clerical, sales, crafts		
operatives, service wkrs		
laborers and unskilled		
unemployed		
retired		
housewife		
under age 25		
age 25-44		
age 45-64		
age 65 and over		
Number making use of educational technology		

Summarize the uses being made of educational technology-

Data from three largest employers in the community for the 1967-68 year

	No 1	No 2	No 3
Number of employees			
Number of professional-technical activities			
Enrollment in professional-technical activities			
Number of clerical-sales activities			
Enrollment in clerical-sales activities			
Number of operatives, semi-skilled activities			
Enrollment in operatives, semi-skilled activities			
Number of unskilled activities			
Enrollment in unskilled activities			
Number of activities of non-vocational nature			
Participation in activities of non-vocational nature			

Data from three largest employers (continued)	No 1	No 2	No 3
Number of activities aimed at specific age groups less than age 25			
age 25-44			
age 45-64			
age 65 and over			
Number of non-employees participating in educational activities			
Number of staff members working in the development of training programs, part-time			
-full-time			
Number of locations of educational activities			

YMCA's and other community centers, data from 1967-68

Number of centers______ Number with adult education activities in 1967-68______

Total number of educational activities______ Total participation______

Total number of ABE activities______ Participation in ABE activities______

Number of centers with counseling activities______ Number counseled______

Number of centers with referral services______ Number of referrals______

Number of adult education administrators, full-time______ -part-time______

Summarize types of target audiences identified, if any, by such things as age, residence, occupation, etc.

Proprietary schools, data from 1967-68

Number of proprietary schools______

Total number of educational activities______ Total participants______

Number receiving tax support______ Amount from local taxes______
state taxes______
federal taxes______

Educational television, data from 1967-68

Number of educational channels covering community ______

Number of courses offered______ Number of sequential offerings other than courses______

Number of hours programming per week______

Number of hours local programming per week______

Number of public officials and administrators involved in in-service training in 1967-68, central city government_____ -county government_____

Does a "learning resources center" for adults exist?_____ If so, how many adults were served in 1967-68?_____

Does an adult education referral center for the community exist?_____ If so, how many referrals were made in 1967-68?_____

Was there a community-wide adult education publicity campaign in 1967-68?_____ If so, how many different institutions and organizations were involved?_____

Was there an "adult education week" in the community in 1967-68?_____

Labor Unions, data from 1967-68

Number of union locals_____ Number with educational activities other than union orientation_____

Number of union education directors in the community_____

Number of labor union councils in the community_____ Number with educational activities other than union orientation_____

Libraries, data from 1967-68

Number of different library systems_____ Number of different locations_____

Total collection_____ Total circulation_____

Total number of adult education activities_____ Number of participants_____

Is there a Comprehensive Area ManPower Systems committee in the community?_____ If so, how many institutions and organizations are represented on it?_____

Is there a Comprehensive Area Planning Council for Health Planning?_____ If so, how many institutions and organizations are represented on it?_____

Is there a volunteer center?_____ If so, how many different organizations does it have listed in the community?_____

How many member organizations are there in the Community Chest?_____

List the educational activities that the county Medical Association conducts for health professionals.

List the educational activities that the county Medical Association conducts for the general public.

Community data form---page 5

Questions to Adult Educators

	from educational institutions									
Questions	No 1	No 2	No 3	No 4	No 5	from business	from labor	from church	from community center	one other
When was the last survey of adult education needs in the community, if any, made?										
Who made the survey?										
Is there a predominant adult education institution in the community?										
If so, what is it?										
What are the groups that attempt to communicate and coordinate regarding adult education activities in the community? (such as adult education councils)										
What groups, organizations, etc. are active in public affairs and current events education? (up to 10)										
What formal organizations work directly with informal organizations in planning, leader training, development, etc.? (list up to 10)										

Questions to adult educators (continued)

What three things are most needed for the improvement of adult education programs in the community?

From educational institutions

No 1.

No 2

No 3

No 4

No 5

from business

from labor

from church

from community center

one other

DATA ON COOPERATIVE EXTENSION PROGRAMS

Name of County

1. Number of professional staff members assigned to the county in 1967-68 ___

2. Number of different group educational activities for adults in 1962-63 ___; 1967-68 ___

3. Participation in group educational activities by adults in 1962-63 ___; 1967-68 ___

4. Number of individual consultations, home visits, etc. in 1962-63 ___; 1967-68 ___

5. Estimated number of different individuals directly served in 1967-68 ___
Of this number, how many resided in:
urban entities (2500 or more) ___
suburban and rural non-farm ___
farm ___

6. Total county expenditures in 1967-68 (include total of county staff's salaries and all items channeled through county budget, but exclude costs of services provided by central administration and extension specialists) ________

Of this total amount, how much came from federal monies ________
from state monies ________
from local monies ________
from private or other sources ________

7. List all program activities designed specifically for urban or suburban audiences, identifying the content or topic and the specific target audience.

NAME OF INSTITUTION: ____

Adult education activities in 1962-63? Yes ___ No ___; in 1967-68? Yes ___ No___

Number of credit activities in 1962-63 _____; in 1967-68 _____

Enrollment in credit activities in 1962-63 _____; in 1967-68 _____

Number of non-credit activities in 1962-63 _____; in 1967-68 _____

Enrollment in non-credit activities in 1962-63 _____; in 1967-68 _____

Number of vocational activities in 1962-63 _____; in 1967-68 _____

Enrollment in vocational activities in 1962-63 _____; in 1967-68 _____

Number of adult basic education activities in 1962-63 _____; in 1967-68 _____

Enrollment in adult basic education activities in 1962-63 _____; in 1967-68 _____

Number of community service activities in 1962-63 _____; in 1967-68 _____

Participation in community service activities in 1962-63 _____; in 1967-68 _____

Total adult education budget in 1967-68 __________
from student fees __________
from local taxes __________
from state taxes __________
from federal taxes __________

Adult counseling service (educational)? Yes ___ No ___

Number of adults counseled in 1967-68 _____

Referral service to adult education elsewhere in the community? Yes ___ No ___

Number of referrals made in 1967-68 _____

Special degree program for adults (e.g. Bachelor of Liberal Studies)? Yes ___ No ___

Number enrolled in special degree program in 1962-63 _____; in 1967-68 _____

Number of full-time adult education administrators _____

Number of part-time adult education administrators _____

Number of different locations of adult education activities _____

Number of different activities aimed specifically at the following groups:

Professional, technical _____
clerical, sales, crafts _____
operatives, service workers _____
laborers and unskilled _____
unemployed _____
retired _____
housewife _____

under age 25 _____
age 25-44 _____
age 45-64 _____
age 65 and over _____

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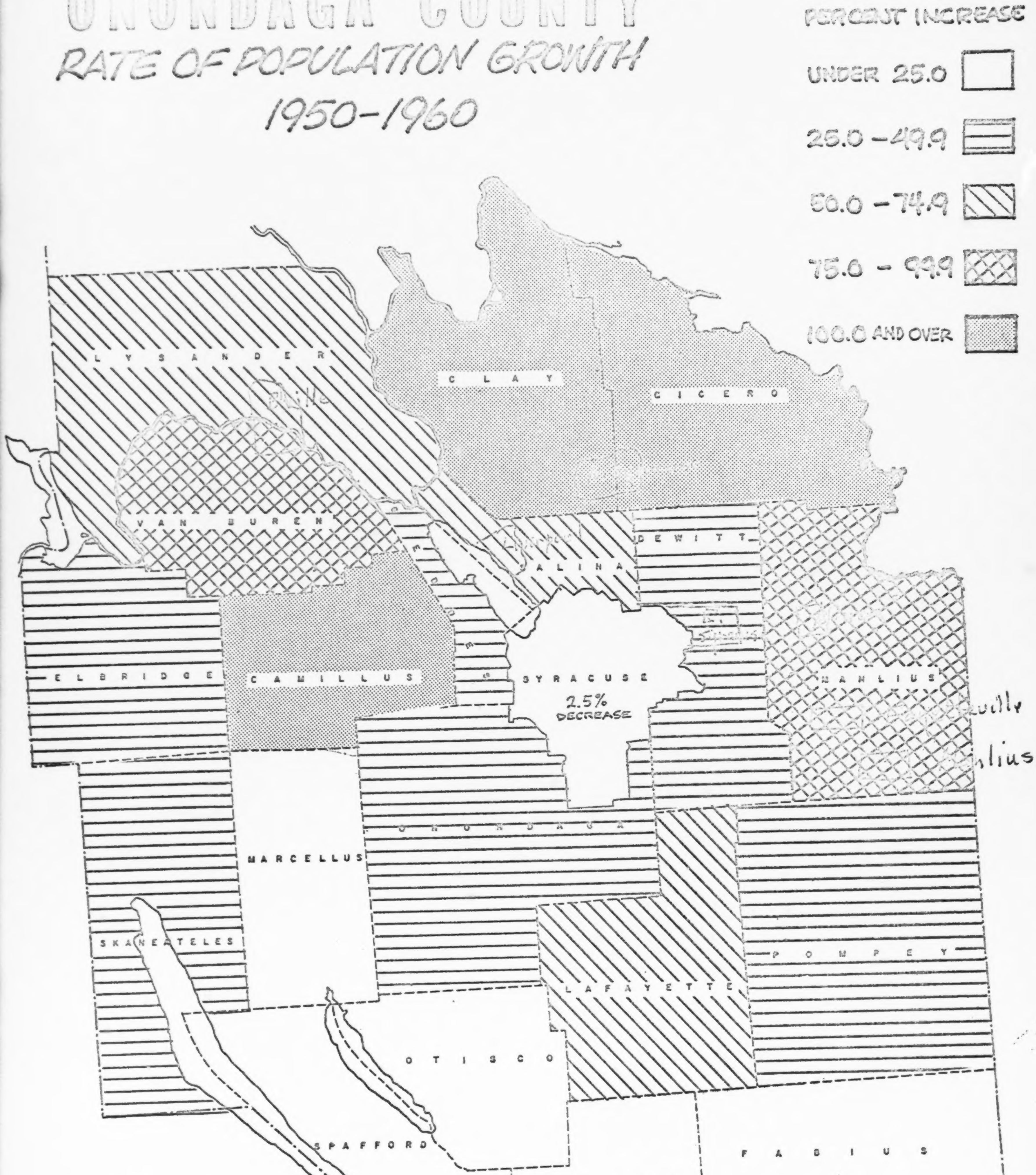
ATTACHMENT #5

Maps of Syracuse Planning Units
and Surrounding Towns

ONONDAGA COUNTY

RATE OF POPULATION GROWTH
1950-1960

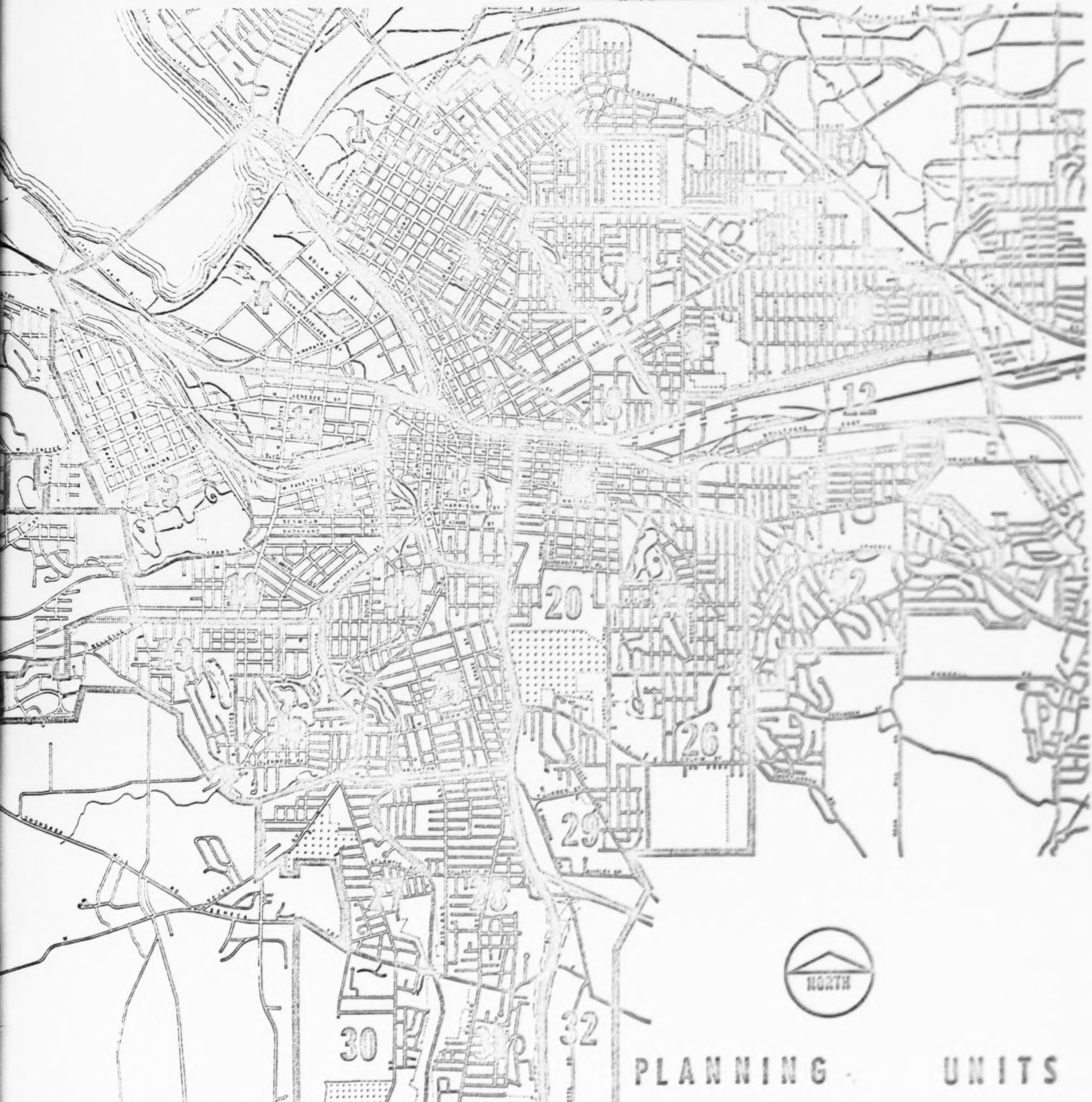


PERCENT INCREASE
UNDER 25.0 □
25.0 - 49.9 ▤
50.0 - 74.9 ▧
75.0 - 99.9 ▦
100.0 AND OVER ▩
LYSANDER
CLAY
CICERO
VAN BUREN
GEDDES
SALINA
DEWITT
ELBRIDGE
CAMILLUS
SYRACUSE
2.5% DECREASE
MANLIUS
Manlius
MARCELLUS
ONONDAGA
SKANEATELES
POMPEY
LAFAYETTE
OTISCO
SPAFFORD
FABIUS
TULLY
N
0 1 2 3
SCALE IN MILES

OUTLINE MAP COURTESY OF ONONDAGA COUNTY REGIONAL PLANNING BOARD

ERIC Clearinghouse
JUL 9 1970
on Adult Education

FIGURE III


1
4
11
12
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28
29
30
32
NORTH

PLANNING UNITS

CITY OF SYRACUSE